

EDUCATIONAL ADMINISTRATION IN HIMACHAL PRADESH

**Structures, Processes and Future
Prospects**

Anil Sinha
R.S. Tyagi
R.S. Thakur



The First Survey of educational administration was conducted by the National Institute of Educational Planning and Administration (NIEPA) in 1973-74. After a gap of two decades, NIEPA has undertaken the gigantic task of conducting the Second All-India Survey of Educational Administration, covering all the states and union territories. This book is an outcome of the survey recently completed in Himachal Pradesh.

The book is based on an analysis of not only information collected from primary sources in the state but also the latest data from secondary sources. It gives the present status of educational administration, right from the institution to the state level, with focus primarily on administration of school education. The selected indicators of educational development given in the book provide a comparative picture of the state vis-a-vis the all-India position at different points of time. The book provides a critical analysis of various functions of educational planning and administration with suggestions for future development of the administrative system, outlining the tasks ahead for educational planners and administrators. It also studies the activity profiles of educational administrators, particularly at district and institutional levels.

The book belongs to a series of such publications on educational administration in the various states and union territories of the country and is valuable reference material for researchers, educationists, educational planners and administrators, as well as all those interested in the development of education.

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Educational Administration in Himachal Pradesh

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**NATIONAL INSTITUTE OF EDUCATIONAL
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Foreword

The Institute is happy to bring out this report of a survey of educational administration in Himachal Pradesh. This publication belongs to a series of such reports which are being brought out by NIEPA as a part of the Second All India Survey of Educational Administration, covering all the states and union territories in the country.

The National Policy on Education accords a high priority to the need for overhauling the system of planning and management of education. To bring about the required changes in the system, it is first necessary to know how it is working at present. Accordingly, the survey report covers various aspects of educational administration in Himachal Pradesh in a comprehensive manner. Apart from furnishing general information about the state and indicating the legal basis of education, the report provides a brief description of educational policies and programmes, organisation and administration of education, the role of non-government agencies and local bodies, personnel management, financial management, information system, processes of educational planning, inspection and supervision and academic support system. The report also contains activity profiles of inspecting officers and heads of institutions which could help in designing more tangible pre-service and in-service programmes for these educational functionaries. There is also a discussion on the current issues and problems faced in the management of education as well as an indication of the prospects for future development.

Detailed data on the size, efficiency and performance of educational administration in a state or union territory are not readily available. The Survey attempts to bridge this gap in information. The

indicators of educational development included in the report give a comparative picture of the state and the over-all national position at different points of time.

On behalf of the Institute, I would like to express my sincere appreciation of the work put in by the project team, particularly of the leadership and guidance being provided to the project team by Shri Anil Sinha, Joint Director, NIEPA as the Project Director. I would also like to put on record my appreciation for Shri Baldev Mahajan, formerly Project Director and Joint Director, NIEPA, and late Shri M.M. Kapoor, who was Project Director and Senior Fellow and Head, Sub-National Systems Unit of the Institute, upto December, 1993. While the credit for preparing the preliminary report of the Survey goes to the project team at the state level under the direction of Dr. R.S. Thakur, presently Joint Director (Planning), MHRD, Government of India, and former Deputy Director, Planning and Statistics, Education Department, Himachal Pradesh, the major responsibility for finalising the report was undertaken by Dr. R.S. Tyagi at NIEPA. I am most thankful to the members of the National Advisory Committee of the Survey for the expert advice and guidance at all stages of the project. We are particularly grateful to the Government of Himachal Pradesh for their willing cooperation in providing the basic material for this survey report.

I hope this publication will serve the needs of educational planners, administrators and policy-makers as well as students, teachers and researchers.

KULDEEP MATHUR

Director

National Institute of
Educational Planning and
Administration

New Delhi
November, 1996

Preface

The first National Survey of Educational Administration conducted by the National Institute of Educational Planning and Administration in 1973 was a pioneering attempt to study the organisation and administration of education in all the states and union territories. The Second Survey now seeks to provide an elaborate picture of educational administration in general and school education in particular, with special reference to its structure, organisation, processes, functions as well as challenges and innovative tasks confronting the system and its growth over the years.

Primary data were procured through a field study conducted with the help of a set of structured tools. A vast variety of secondary sources such as the central and state government documents, census reports, state budgets, plan proposals, educational research studies, etc., proved useful for the analysis of the state education system in a national perspective.

This study is an outcome of the collaborative efforts of the Education Department of the State of Himachal Pradesh and NIEPA. The findings, interpretations and conclusions given in this study are of course those of the authors, and need not necessarily be attributed to the Institute or the state government.

We would like to take this opportunity to express our grateful thanks to the authorities of the State Education Department, especially Mrs. Rajwant Sandhu, Commissioner cum Secretary, Education Department, Shri S.C. Rai, Director of Education, and Mrs. Manisha Nanda, Director of Primary and Adult Education. We are also thankful to Mrs. Enid Sylvia Massey, Senior Assistant and Mrs. Sukhvinder Kaur, Statistical Assistant for efficiently co-ordinating the project and

to the whole team of personnel at district, block and institutional levels for their active cooperation in the successful completion of this work.

We are most grateful to the members of the State and the National Advisory Committees for their expert guidance. We would like to record our profound sense of gratitude to Prof. Kuldeep Mathur, Director, NIEPA for his support and encouragement extended to us so generously. We are equally thankful to Dr. P.D. Shukla, Dr. T.N. Dhar, Dr. R.P. Singhal and Shri J.A. Kalyanakrishnan for their valuable advice during various stages of the Survey, including the finalisation of its reports. We also wish to extend our sincere thanks to Shri P. R. R. Nair, Registrar, NIEPA for all his cooperation and assistance in this work.

We would like to place on record our sincere gratitude to late Shri M.M. Kapoor, former Project Director, for pioneering a project of this magnitude and for providing guidance and direction to the project team upto 11 December, 1993. Thanks are due to other members of the Project Team at NIEPA for their sincere cooperation in bringing out this report. We are thankful to Ms. Nirmal Malhotra, Librarian and Shri N.D. Kandpal, Documentation Officer at NIEPA for their help. We thank Shri P.N. Tyagi, Cartographer, NIEPA for his valuable assistance in cartographic work of this report. We also wish to extend our thanks to our former colleague Shri Arvind Sinha for helping in the preparation of indicators of educational development, Ms. Sheela M.T. for word-processing, as also to a number of other persons for rendering administrative, secretarial, computer and reprographic assistance. Thanks are also due to Shri M.M. Ajwani, Deputy Publication Officer, NIEPA for his assistance in publication of the book.

New Delhi
November, 1996

ANIL SINHA
R. S. TYAGI
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Contents

<i>Foreword</i>	vii
<i>Preface</i>	ix
<i>List of Tables</i>	xv
<i>List of Figures</i>	xvii
<i>Abbreviations</i>	
1. Introduction	1
Objectives of the Survey	
Scope and Coverage	
Methodology	
2. The State	5
Physical Features	
Administrative Structure	
Demographic Profile	
Socio-Economic Features	
Education System	
Growth of Education	
Higher Education	
Literacy	
3. Legal Basis of Education	28
The Himachal Pradesh Compulsory Primary Education Act, 1953	
The Himachal Pradesh Board of School Education Act, 1968	
The Himachal Pradesh Education Code, 1985	
The Himachal Pradesh University Act, 1970	
The Himachal Pradesh Universities of Agriculture, Horticulture and Forestry Act, 1986	

The Himachal Pradesh Prevention of Malpractices at University, Board of Secondary Education or Other specified Examinations Act, 1984	
The Himachal Pradesh Panchayati Raj Act, 1994	
4. Educational Policy and Programmes	39
Elementary Education	
Secondary Education	
Work Experience and Vocationalisation	
Adult Education	
Total Literacy Campaign	
Teacher Education	
Higher Education	
Technical Education	
5. Organisation and Administration	47
A Brief History of the Education Department	
Set-up at the Secretariat Level	
Set-up at the Directorate Level	
Set-up at the Inspectorate Level	
Departmental Coordination	
Delegation of Powers	
Decision-making Process	
Himachal Pradesh Board of School Education	
6. Role of Local Bodies, Non-Government Organisations and Community	59
Local Bodies	
Non-Government Organisations	
Grant-in-aid to Educational Institutions	
Taking Over of Educational Institutions	
Community Participation	
7. Educational Programmes for Disadvantaged Groups	67
Education of Scheduled Castes	
Education of Scheduled Tribes	
Incentive Schemes	
Education of Girls	
Education of Disabled	
Education in Backward Areas	
8. Personnel Management	80
Recruitment and Selection	

Posting and Transfer of Teachers	
Service Conditions of Teachers	
Code of Conduct	
Redressal of Grievances and Litigation Cases	
Performance Appraisal	
Pre-Service, and In-Service Teacher-Training	
9. Financial Management	87
Budget System	
System of Grant-in-Aid	
Disbursement of Salaries	
Sources of Educational Finance	
Expenditure Pattern	
10. Information Management	93
Statistical Machinery	
Information System	
Use of Computers	
Statistical Publications	
11. Educational Planning	96
Organisational Arrangements	
Plan Formulation	
Expansion and Rationalisation of Educational Facilities	
Norms for Opening and Upgrading of Institutions	
Norms for Providing Teachers in Primary Schools	
Centrally Sponsored Schemes	
12. Inspection and Supervision	103
Functions of Inspecting Officers	
Norms of Inspection	
Frequency of Inspection	
Subject Supervision	
Role of School Complexes	
Activity Profile of Education Officers	
13. Academic Support System	111
The State Council of Educational Research and Training	
The District Institute of Education and Training	
Textbook Preparation and Printing	
System of Pupil Evaluation	

14. Institutional Planning and Management	116
Heads of Schools: General Profile	
Heads of School: Activity Profile	
Administrative Powers of Heads	
System of Appraisal	
Managing Administrative Work in Schools	
15. Prospects for the Future	129
Present Status	
Issues in UEE	
Tasks Ahead	
Vocational Education	
Block-level Educational Administration	
Participation of Voluntary Organisations	
Programmes of Disadvantaged Groups	
Personnel Management	
Financial Resources	
Management Information System	
Planning Process	
Inspection and Supervision	
Institutional Planning	
Academic Support System	
Appendices	
I. Project Advisory Committees	143
II. Selected Indicators of Educational Development	145
III. Qualifications, Mode of Recruitment and Pay-scales of Teachers	164
IV. A. Habitations with and without Primary School Sections	174
IV. B. Habitations with and without Upper Primary School Sections	175
<i>Bibliography</i>	176
<i>Index</i>	178

List of Tables

1.1	Sample Selected in Himachal Pradesh	3
2.1	Educational Zones and Districts	6
2.2	District-wise Area, Population, Sex Ratio, Growth Rate, and Density of Population in Himachal Pradesh	10
2.3	Indicators of Human Development	11
2.4	Primary and Upper Primary Schools	16
2.5	District-wise Average Area Served by Schooling Facilities	17
2.6	Enrolment at Primary and Upper Primary Stages	18
2.7	Enrolment Ratio at Primary and Upper Primary Stages	19
2.8	Dropout Rate at Primary and Elementary Stages	20
2.9	Teachers in Primary and Upper Primary Schools	21
2.10	Number of High and Senior Secondary Schools	22
2.11	Enrolment at High and Senior Secondary Stages	22
2.12	Teachers in High and Senior Secondary Schools	23
2.13	School-wise Teacher-Pupil Ratio (1990-91)	24
2.14	Institutions in Higher Education	24
2.15	Enrolment in Higher Education	25
2.16	Literacy Rate in Himachal Pradesh and at National Level	26
2.17	District-wise Literacy Rate	26
4.1	District-wise Number of Primary Schools, Enrolment and Teachers to be Covered in DPEP Programme	42
6.1	Number of Non-government Schools and Enrolment	60
6.2	Number of Teachers in Non-Government Schools	61
6.3	Sample Schools Having Internal and External Committees	65
7.1	Literacy Rates of Scheduled Castes in Himachal Pradesh (1991)	68

7.2	Enrolment of Scheduled Caste Children	70
7.3	Gross Enrolment Ratios of Scheduled Caste Children	70
7.4	Population, Density and Literacy in Tribal Areas	71
7.5	Enrolment of Scheduled Tribe Children	72
7.6	Gross Enrolment Ratios of Scheduled Tribe Children	73
7.7	Rates of Financial Assistance/Scholarship under IRDP	76
7.8	District-wise Number of Backward Panchayats	78
8.1	Litigation Cases in Himachal Pradesh	85
9.1	Rates of Grant-in-Aid	88
9.2	Funds Charged from the Students	90
9.3	Per-Pupil Recurring Expenditure	91
10.1	Publications Issued by Education Department	95
11.1	Norms for Establishing Educational Institutions	97
11.2	Norms for Creation of New Sections in Middle and High Schools	98
11.3	Norms for Providing Teachers in Primary Schools	99
11.4	Centrally Sponsored Schemes	101
11.5	Approved Outlays in Eighth Five-Year Plan	102
12.1	Frequency of Inspection and Supervision	105
12.2	Activity Profile of Area Level Officers	107
12.3	Activity Profile of District Education Officers	108
13.1	Number of Posts in a DIET	113
14.1	Heads of Schools According to Sex and Category	116
14.2	Academic Qualifications of Heads of Schools	117
14.3	Professional Qualifications of Heads of Institutions	118
14.4	Length of Experience as Heads of Institutions	119
14.5	Service Profile of Heads of Institutions	120
14.6	Gross Monthly Emoluments of Heads of Institutions	120
14.7	Activity Profile of Heads of Institutions: Time Spent on Various Activities	121
14.8	Heads of Institutions Sharing Administrative Work with Teachers	121
14.9	Teachers/Heads who Left the School in Session 1990-91	123
14.10	Average Daily Attendance of Teachers	124
14.11	Schools According to the Adequacy of Building, Furniture and Equipment	124

14.12	Housing Facilities to Teachers	126
14.13	Priority Given to Administrative and Other Work	127
14.14	In-Service Courses Attended by Heads	127
14.15	Posts of Teachers Sanctioned, Filled Up and Vacant	128
15.1	Dropout Rate of Scheduled Caste and Scheduled Tribe Children in Himachal Pradesh	131

List of Figures

2.1	Map of India, Location of Himachal Pradesh	7
2.2	Himachal Pradesh, Administrative Divisions	9
2.3	Indicators of Human Development	12
2.4	Educational Structure	15
5.1	Set-up of Educational Administration at Secretariat Level	50
5.2	Directorate of Education	53
5.3	Directorate of Primary and Adult Education	54
5.4	Set-up at Inspectorate Level	57
6.1	Non-government Schools and Enrolment	62
7.1	Enrolment of Scheduled Caste Children	70
12.1	Activity Profile of District Education Officer	109
14.1	Activity Profile of Heads of Institutions	122

Abbreviations

AE	Adult Education
AEC	Adult Education Centre
BE	Bachelor of Engineering
B.Ed	Bachelor of Education
BEO	Block Education Officer
CABE	Central Advisory Board of Education
CBSE	Central Board of Secondary Education
DDO	Drawing and Disbursing Officer
DEO	District Education Officer
DM	Drawing Master
DPEP	District Primary Education Programme
EFA	Education For All
GP	Gram Panchayat
ICDS	Integrated Child Development Scheme
ITI	Industrial Training Institute
JBT	Junior Basic Training
LLB	Bachelor of Laws
LT	Licentiate in Teaching
LLM	Master of Laws
MD	Doctor of Medicine
ME	Master of Engineering
M. Phil	Master of Philosophy
MHRD	Ministry of Human Resource Development
MIS	Management Information System
MLL	Minimum Levels of Learning
MOU	Memorandum of Understanding

NCERT	National Council of Educational Research and Training
NFE	Non-Formal Education
NGO	Non-Governmental Organisation
NIEPA	National Institute of Educational Planning and Administration
NLM	National Literacy Mission
NOS	National Open School
NPE	National Policy on Education
NSS	National Service Scheme
OB	Operation Blackboard
Ph.D	Doctor of Philosophy
POA	Programme of Action
PS	Panchayat Samiti
SABE	State Advisory Board of Education
SC	Scheduled Caste
SCERT	State Council of Educational Research and Training
ST	Scheduled Tribe
UEE	Universalisation of Elementary Education
UT	Union Territory
ZP	Zilla Parishad

Chapter 1

Introduction

Objectives of the Survey

The National Institute of Educational Planning and Administration (NIEPA) conducted the First All India Survey of Educational Administration in 1973-74. During the intervening period of nearly twenty years, modifications in organisational structure and administrative practices as well as adoption of new policies and programmes, subsequent to the implementation of the National Policy on Education and Programme of Action (1986), and reports submitted by state-level education commissions, committees, etc., have brought about many changes in the educational scene. It is necessary to see the implications of these changes on educational administration. Consequently it was decided to conduct the Second All India Survey of Educational Administration with the following principal objectives: (a) to understand the present status of educational administration in terms of structures, systems and processes at various levels; (b) to study the experiments, innovations and changes; and (c) to identify major issues and future tasks of educational planning and management.

Scope and Coverage

The Survey covers the organisational set-up, roles, functions and activities of the Education Department at the secretariat, directorate and inspectorate levels; of educational institutions under different managements; and of departments other than the Education Department. It addresses itself primarily to the administration of school education. Consequently, technical, professional and higher education have not

been discussed at length although there are occasional references to these.

A useful feature of the Survey relates to the preparation and presentation of the activity profiles of different educational management personnel like the district/block education officers and heads of institutions. A select bibliography in respect of studies and books referred to in the report on educational administration are included in the Appendix. Primary data for the Survey pertain to the year 1990-91 and those taken from the secondary sources are the latest available.

Methodology

The methodology of the Survey included collection of information from the State Education Department, its different directorates and divisional, regional, district, block and institutional level organisations. Data were collected on the basis of a representative sample. Secondary sources were also tapped for the purpose.

Sample

A framework was designed to select a sample by multi-stage purposive sampling technique, covering at least 10 per cent of the total number of districts representing adequately each state/union territory of the country. However, considering the time and feasibility aspects, only one out of every fifteen districts in each state/union territory was selected on the basis of it being the most representative. From each district thus selected, two representative blocks or sub-educational districts, that is, one rural and the other urban, were taken up for the study. Similarly, a representative sample of schools of different types was selected from each of the sampled blocks.

In Himachal Pradesh, Solan district covering two blocks, namely, Dharampur and Jagjit Nagar, was taken up for the purpose of the Survey. From these blocks, 68 schools belonging to urban and rural areas, were randomly selected as per details given in Table 1.1.

Table 1.1
Sample Selected in Himachal Pradesh

<i>Type of School</i>	<i>Number of Schools</i>		
	<i>Rural</i>	<i>Urban</i>	<i>Total</i>
Primary	19	10	29
Upper Primary	12	1	13
Secondary	12	8	20
Higher Secondary	2	4	6
Total	45	23	68

Tools

Three types of questionnaires were designed and used for data collection. These are:

1. *State Level Questionnaire (SLQ)* designed to collect information from primary sources, namely, Education Department, directorates and other concerned officials;
2. *Area Level Questionnaire (ALQ)* to elicit information on organisation and administration of education at the divisional/ regional, district, block or circle levels and from the officer-in-charge of the area; and
3. *Institutional Level Questionnaire (ILQ)* to collect information from institutions and their heads.

Apart from data collected by means of these questionnaires, supplementary information was also collected at the national, state and area levels from:

- secondary sources like government publications, legislative documents, codes, rules and regulations, ordinances, state plans, budgets and statistical publications;
- interviews and discussions with officers, holding different hierarchical positions at various levels as well as heads and teachers of institutions;

- discussions on related issues and problems in meetings, workshops and seminars at national, state, district and grassroot levels; and
- select literature on educational organisation and management published by various agencies.

Case Study

As a part of the survey, an indepth study on “**Planning and Management of Educational Facilities in Himachal Pradesh**” was conducted.

Advisory Committees

The project design provided for the constitution of National and State Advisory Committees (Appendix-I) to guide and advise the Project Team at NIEPA and at the State level on matters pertaining to the Survey.

Preliminary work on this report was done at the state level. It was revised and finalised at NIEPA, in consultation with experts according to a common format to facilitate inter-state comparison.

Chapter 2

The State

The State of Himachal Pradesh came into existence as a result of the integration of several erstwhile princely states, in different phases, between 1948 and 1971. For the first time, it was constituted as a separate administrative unit of the Indian Union on 15 April, 1948, with the merger of thirty odd erstwhile princely states, belonging to Punjab and Shimla hills, including Sirmaur, Chamba and Suket into the Indian Union. In 1952, it became a 'Part C' state under a Lieutenant Governor with a legislative assembly. On 1 July, 1954, the neighbouring State of Bilaspur was integrated with it. As a consequence of the 'States Reorganisation Act' of 1 November, 1956, the state became a union territory under an administrator designated as Lieutenant Governor. In 1957, a Territorial Council was formed in place of the assembly to administer certain transferred subjects such as education upto school level, medical services, road construction, etc. The districts of Kangra, Kullu, Lahul and Spiti, Shimla, Nalagarh Tehsil of Ambala district, some parts of Una Tehsil of Hoshiarpur district, the areas of Dalhousie and Bakloh of Gurdaspur along with some parts of Pathankot were also added to Himachal Pradesh as a result of the reorganisation of the composite Punjab state in 1966. Hence, it became a fullfledged 18th State of the Indian Union on 25 January, 1971. On 1 September, 1972, two more districts, namely, Una and Hamirpur were created out of the composite Kangra district. Simultaneously, Solan was formed as a separate district, and Shimla in place of Mahasu district

Physical Features

The state is situated in the heart of Himalayas and can be divided into three geographical zones—outer Himalaya or the Shiwalik, inner Himalaya or mid montane, and the greater Himalaya or Alpine Zone. As shown in Figure 2.1, it is bounded by Jammu and Kashmir in the north, by Punjab, Haryana and Uttar Pradesh in the west and south-west and by Tibet in the north and north-east. The state being a mountainous region is known for the natural beauty of its forests, rivers, valleys, hills and dales.

The area of the state is 55,673 square kilometres which is 1.69 per cent of the total area of the country.

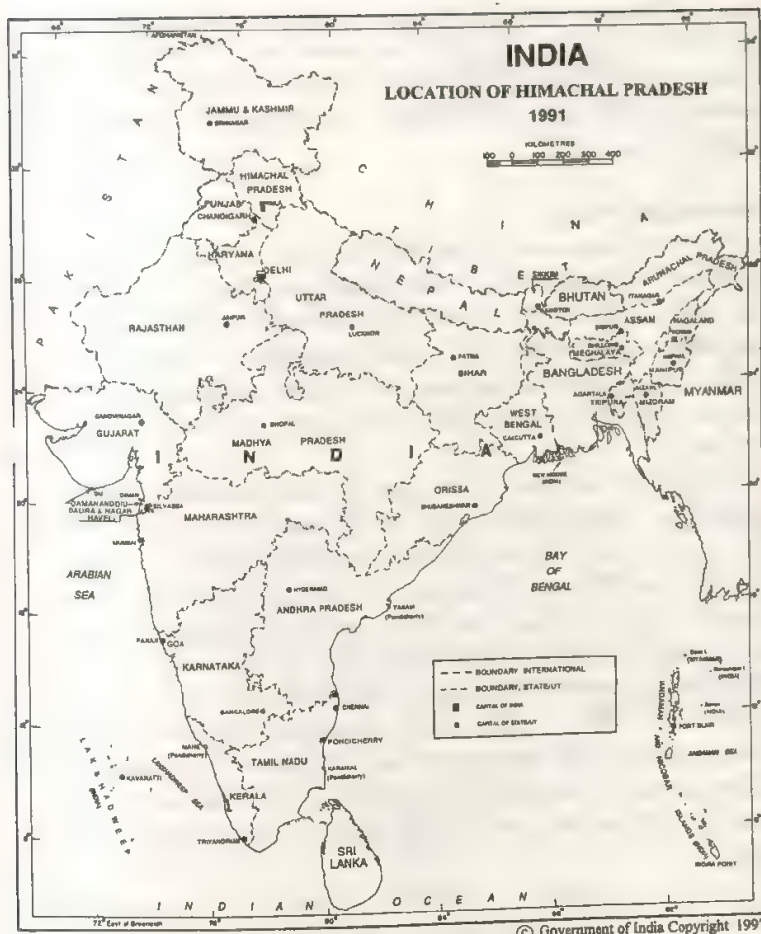
Administrative Structure

There were 12 revenue districts, 67 tehsils, 36 sub-tehsils, 58 towns and 16,997 inhabited revenue villages in the state in 1991. Figure 2.2 shows the administrative divisions in the state. Out of the total area of the state, 42.58 per cent (23,708 sq.km.) comprises the tribal belt. The state government has adopted a single-line administration in tribal areas. Revenue districts are almost co-terminus with the educational districts in the state, except the district of Lahul and Spiti where both regions (Lahul and Spiti) have been made two separate educational districts. Accordingly, the state has been divided into four educational zones, 13 educational districts, 69 upper primary education blocks and 114 primary education blocks, as per Table 2.1

Table 2.1
Educational Zones and Districts

<i>Name of the Zone</i>	<i>Headquarters</i>	<i>Districts Covered</i>
South	Shimla	1. Shimla, 2. Kinnaur, 3. Solan 4. Sirmaur
North	Dharmshala	1. Kangra, 2. Chamba
Central	Mandi	1. Mandi, 2. Kullu, 3. Lahul 4. Spiti
West	Hamirpur	1. Hamirpur, 2. Una, 3. Bilaspur

Source: Education Department, Himachal Pradesh.



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The territorial waters of India extend into the sea to a distance of twelve nautical miles measured from the appropriate base line.

The administrative headquarters of Chandigarh, Haryana and Punjab are at Chandigarh.

The interstate boundaries between Arunachal Pradesh, Assam and Meghalaya shown on this map are as interpreted from the North Eastern Areas (Reorganisation) Act, 1971, but have yet to be verified.

Fig. 2.1

The state language of Himachal Pradesh is Hindi. However, the people mostly converse among themselves in local language known as Pahari which also comprises various dialects or sub-languages. The main dialects of Pahari spoken in the region are: Mandiali in Mandi; Kulavi in Kullu; Kehluri in Bilaspur; Hinduri in Nalagarh; Chamiali in Chamba; and Sirmauri in Sirmaur. All dialects of Pahari are of Sanskritic origin.

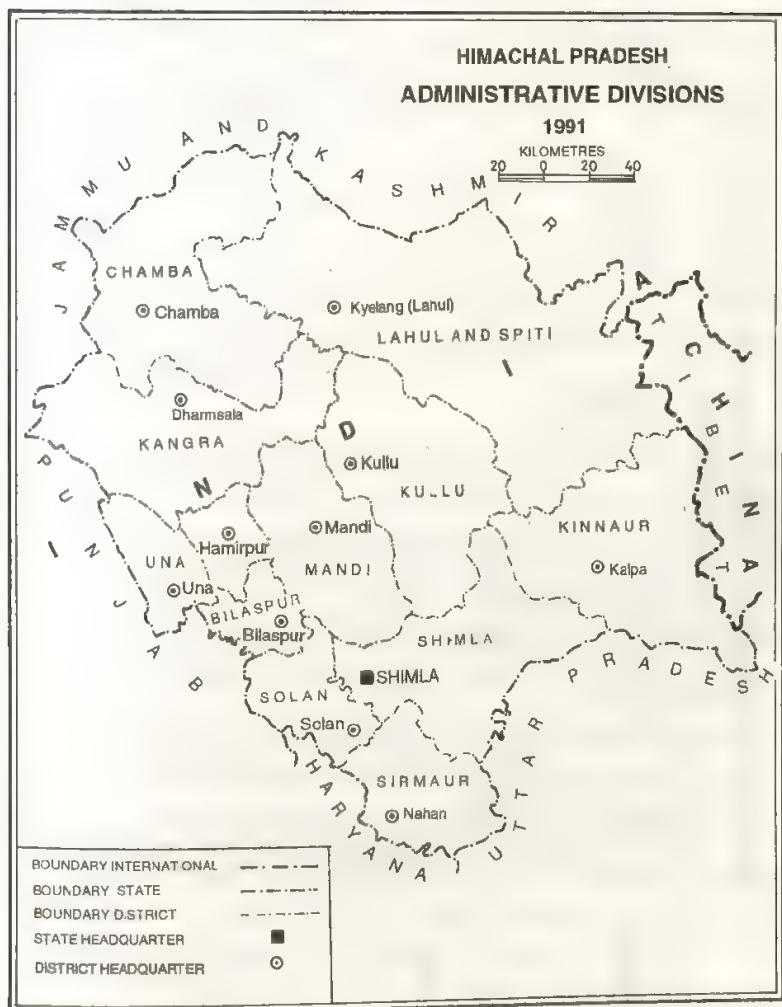
Demographic Profile

Table 2.2 presents a district-wise comparative picture of the area, population, sex-ratio, density and decadal-growth rate of population between 1981 and 1991. In 1991, the state had a population of 51.71 lakh persons, comprising 26.17 lakh males and 25.54 lakh females. During 1981-91, the total population of the state increased by 20.79 per cent as compared to an increase of 23.71 per cent during the decade 1971-81.

The overall sex ratio of the state increased marginally from 973 females per 1,000 males in 1981 to 976 females per 1,000 males in 1991. Even it had decreased in respect of the districts of Hamirpur, Kinnaur, Solan and Una. Five, out of twelve districts, namely, Bilaspur, Hamirpur, Kangra, Mandi and Una had sex-ratios above the state average of females per 1,000 males, both in 1981 and 1991. The density of population in the state increased from 77 persons per square kilometre in 1981 to 93 persons per square kilometre in 1991. Hamirpur district has the smallest area (2.01%) of the state and the highest density of population, whereas Lahul and Spiti has the largest area of 13,835 sq.km, that is, 24.85 per cent of the total area of the state.

Table 2.3 shows a comparative picture of some human development indicators such as birth, death and infant mortality rates at the state and national levels.

Indicators of human development in respect of birth, death and infant-mortality rates, are lower in the state as compared to the national averages both in 1986 and 1991. (Figure 2.3)



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Fig. 2.2

Table 2.2
District-wise Area, Population, Sex Ratio, Growth Rate and Density of
Population in Himachal Pradesh

District	Area in Sq.Kms.	Percentage of Area	Population (1991) (In Lakhs)			Sex-Ratio (Females Per 1000 Males)		Density of Population (Per Sq.Km.)		Decadal Growth Rate of Population (In Per cent)	
			Persons	Males	Females	1981	1991	1981	1991	1971-81	1981-91
Himachal Pradesh	55673	100.00	51.71	26.17	25.54	973	976	77	93	+ 23.71	+ 20.79
Bilaspur	1167	2.10	2.95	1.47	1.48	1002	1002	212	253	+ 26.99	+ 19.41
Chamba	6528	11.72	3.93	2.02	1.91	936	949	48	60	+ 23.86	+ 26.40
Hamirpur	1118	2.01	3.69	1.75	1.94	1149	1105	284	330	+ 19.90	+ 16.17
Kangra	5739	10.31	11.74	5.80	5.94	1016	1024	173	205	+ 23.71	+ 18.50
Kinnaur	6401	11.50	0.72	0.39	0.33	885	834	9	11	+ 19.49	+ 19.69
Kullu	5503	9.88	3.03	1.58	1.45	918	920	43	55	+ 24.10	+ 26.68
Lahul & Spiti	13835	24.85	0.31	0.17	0.14	767	817	2	2	+ 16.44	(-) 2.51
Mandi	3950	7.09	7.76	3.86	3.90	999	1013	163	197	+ 25.17	+ 20.40
Shimla	5131	9.22	6.18	3.26	2.92	878	894	100	120	+ 21.70	+ 20.84
Sirmaur	2825	5.07	3.80	2.00	1.80	873	897	109	134	+ 25.27	+ 23.70
Solan	1936	3.48	3.82	2.00	1.82	929	909	157	197	+ 27.75	+ 26.04
Una	1540	2.77	3.78	1.87	1.91	1028	1017	206	246	+ 21.46	+ 19.17

Source: Census of India, 1991, Final Population Totals, New Delhi, 1992.

Table 2.3
Indicators of Human Development
(Annual Rate Per 1,000 Population)

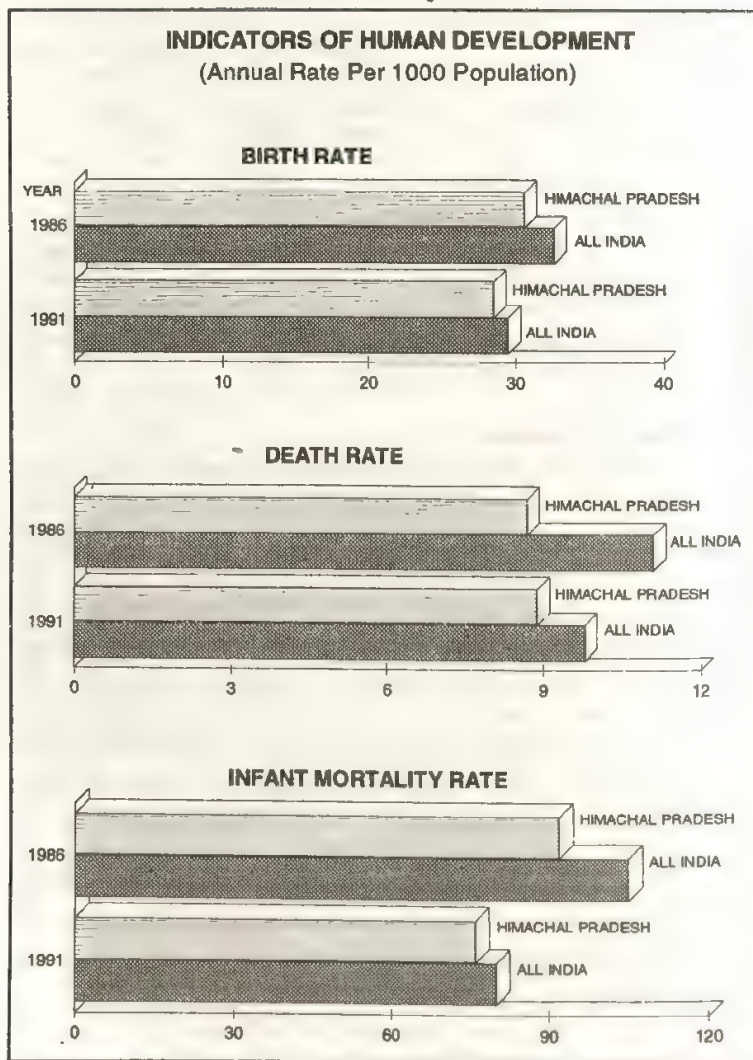
State/All-India	Birth Rate		Death Rate		Infant Mortality Rate	
	1986	1991	1986	1991	1986	1991
Himachal Pradesh	30.6	28.5	8.7	8.9	92	76
All-India	32.6	29.5	11.1	9.8	105	80

Source: Health Information of India, 1993, Central Bureau of Health Intelligence, Ministry of Health and Family Welfare, Government of India, New Delhi, 1993.

Socio-Economic Features

The people of Himachal Pradesh are simple, peace-loving hardworking and honest. They are deeply religious. The state has more than two-and-a-half thousand temples—most of these are of religious and historical importance. The fairs and festivals which have educational, social and religious character, form an important part of the cultural activities of the people of the state. Hundreds of fairs and festivals are held in the state every year—prominent among these are: Dussehra of Kullu, Hola Fair of Paonta, Lavi of Rampur, Buffalo fighting in Seoni/Mashobra, Shivaratri of Mandi, Nalwari of Bilaspur, Baisakhi fair of Rewalsar, Renuka fair of Sirmaur, Pukhri and Sahoo fairs of Bilaspur and Hamirpur and, festivals like Lohri, Deepawali, Nag Panchami, Bhai Duj, Rakhi etc. The ancient art of the state has survived in the shape of temple architecture, wood carving, stone and metal sculptures, paintings etc. The cultural richness of the people of the state is also reflected in their large variety of dances, dramas and group entertainments.

Agriculture is the main occupation of the people which provides direct employment to about 69 per cent of the main workers of the state. The main food crops are maize, paddy and wheat. There has been an emphasis on the development of horticulture in the state as it gives



NIEPA/P. N. Tyagi/05397

Fig. 2.3

higher income per unit area as compared to the cultivation of cereals. The climate of the state is also most suitable to fruit cultivation. Fruit growing has thus become an important factor in the state. The area under fruits cultivation in the year 1950-51 was a meagre 792 hectares, it has now increased to 1.35 lakh hectares. The production of fruits has also increased from 1,200 tonnes in 1950-51 to four lakh tonnes in 1986-87.

The state has ample resources of water for hydro power, minerals and forests along with a cool and dust-free climate which provides favourable environment for agro-based, forest based industries including food processing, beverages and electronics.

In 1993, the number of small-scale industrial units registered with the Industrial Department was 22,000 which provided employment opportunities to about 80,000 persons. There were 140 large and medium-scale industrial projects functioning in the state which have generated employment for about 17,000 persons.

In 1992-93 about 28 per cent of state income was contributed by the agriculture sector alone. The per-capita income of the state in this year was Rs. 5,743/- as compared to Rs. 6,249/- at the national level. The total State Domestic Product at 1980-81 prices increased only by 0.3 per cent from Rs. 1197.33 crores in 1991-92 to Rs. 1201.32 crores in 1992-93, as compared to the 4.0 per cent growth rate of GDP at the national level during this period.

Education System

As in the case of other states and union territories, the structure of education in Himachal Pradesh, as shown in Figure 2.4, is also based on the national level guidelines. The system of schooling consists of eight years of compulsory elementary education (I-VIII), two years of secondary (IX-X) and two years of senior secondary (XI-XII) education, preceded by three years of pre-primary education. The eight years of elementary education has been divided into five years of primary and three years of upper primary for the age groups 6-11 and 11-14 years, respectively. The certificate of senior secondary education enables pupils to pursue studies either in universities or in colleges for further education. After secondary education some students join industrial training institutes, polytechnics etc. Under the pattern of

10+2, after completing high school, students can opt for any of the two separate streams: (a) general or academic; and (b) vocational, each for two years. After the +2 stage, the first university degree takes three years to complete followed by a postgraduation course of two years. After completing senior secondary, students can go for technical and professional courses such as BE, MBBS, and elementary teacher training. Students can also join professional courses like B.Ed and LLB after graduation. The duration of these courses varies and each professional degree course provides the option for of postgraduate studies. At the end of postgraduation (master degree) a student may work for a Ph.D degree.

Growth of Education

There has been a tremendous expansion in the school education in the state since 1975-76, as per Table 2.4. The number of primary schools increased by 43.3 per cent, from 4,276 in 1975-76 to 7,548 in 1993-94. The number of upper primary schools, however, increased only by 9.3 per cent in this period. Apart from this large-scale expansion of educational facility, the Fifth All India Educational Survey conducted by NCERT in 1986 proposed 478 new primary schools to cover unserved habitations leaving, as many as, 7,177 small habitations comprising about 10 per cent (4,51,319) population of the state without primary schools within the radius of 1 km. from any habitation. It was estimated that to provide educational facility within 1 km. radius of a habitation to all children of age group 6-11 the total number of primary schools in the state should be about 9,000. Data published by MHRD in 1993-94 in respect of the number of schools, as indicated in Table 2.4, suggest that there was still a need to establish about 1,500 primary schools to provide educational facility to all children at the primary stage, as per national norm of 1 km. radius of a habitation.

At the upper primary level, 7,056 habitations consisting of about 12 per cent population of the state remained unserved by upper primary schools within a convenient walking distance of 3 kms. from a habitation. About 1,000 upper primary schools were required to be opened to provide educational facilities for all children of age group 11-14 as per the estimates of the State Education Department.

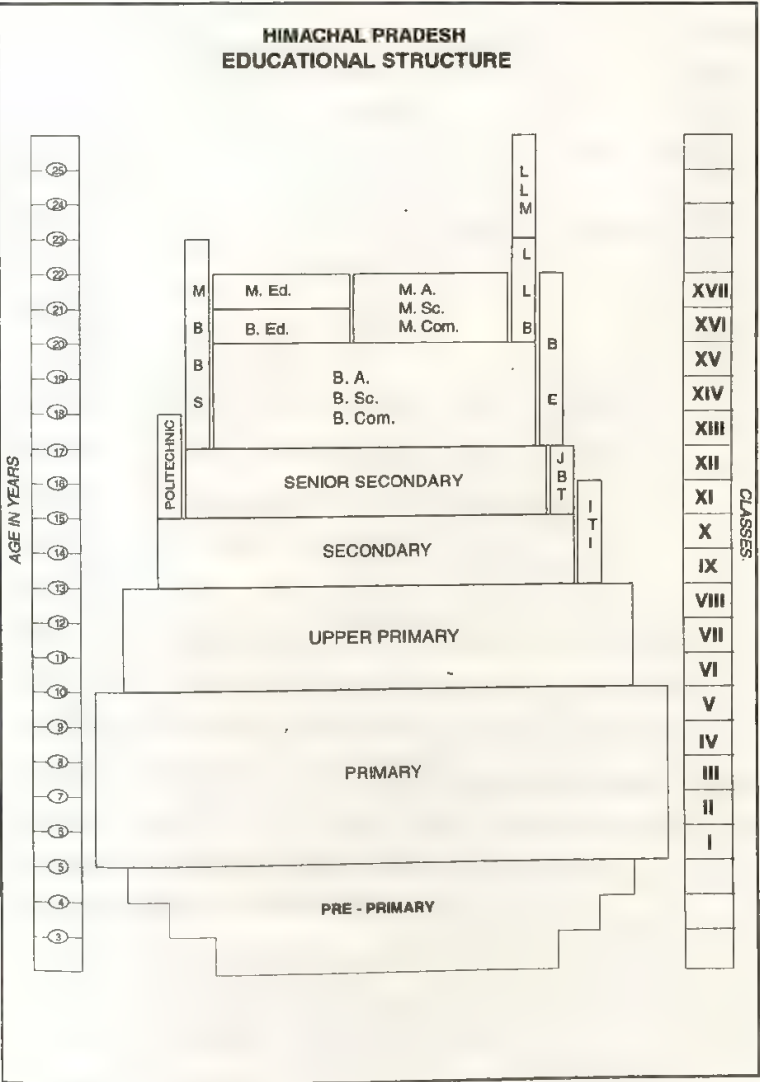


Fig. 2.4

Table 2.4
Primary and Upper Primary Schools

<i>Year</i>	<i>Primary Schools</i>	<i>Upper Primary Schools</i>
1975-76	4276	968
1980-81	6093	1032
1985-86	6802	982
1990-91	7471	1066
1993-94	7548	1067
<i>Annual Growth Rate (In Per cent)</i>		
1975-80	7.33	1.20
1980-85	2.22	- 0.09
1985-90	1.89	1.65
1990-93	0.25	Neg.

- Sources:* 1. Education in India, 1975-76, 1980-81, and 1985-86, Ministry of Human Resource Development, Department of Education, Government of India, New Delhi.
2. Selected Educational Statistics, 1990-91 and 1993-94, Ministry of Human Resource Development, Department of Education, Government of India, New Delhi.

District-wise average area served by schooling facilities at primary and upper primary levels in 1992-93 is indicated in Table 2.5. It is seen that the districts of Bilaspur, Hamirpur, Mandi and Solan provide educational facilities at the primary level even within the walkable distance of 1 km. radius of a habitation. At the upper primary level, the districts of Bilaspur, Hamirpur, Kangra, Mandi, Shimla, Sirmaur, Solan and Una also provide educational facilities at a walkable distance of 3 km. radius of a habitation. The districts comprising wide disparities in the availability of educational facilities both at primary and upper primary levels are: Chamba and Kullu.

Table 2.6 indicates that the total enrolment of children, in spite of decreasing annual growth rate, increased by 59.3 per cent from 4.47 lakh in 1975-76 to 7.12 lakh in 1993-94 at primary stage and by 63.3 per cent from 1.42 lakh in 1975-76 to 3.91 lakh in 1993-94 at upper primary stage. However, the increase in total enrolment both at primary

and at upper primary stages is comparatively higher to the corresponding increases in the number of primary schools (43.3%) and upper primary schools (9.3%), as per Table 2.4, which suggests that there was an urgent need to open more primary and upper primary schools in the state. For this purpose, the exercise of school mapping may be adopted to rationalise and justify the required number of schools.

Table 2.5
District-wise Average Area Served by Schooling Facilities (Walkable Distance in Kms.)

(1992-93)

<i>District</i>	<i>Average Distance of a School from Habitation</i>	
	<i>Primary School</i>	<i>Upper Primary School</i>
Bilaspur	0.98	1.87
Chamba	1.60	3.52
Hamirpur	0.98	1.69
Kangra	1.13	2.11
Kinnaur	3.52	6.33
Kullu	2.03	4.33
Lahul & Spiti	4.92	10.36
Mandi	0.98	2.11
Shimla	1.26	2.33
Sirmaur	1.13	2.39
Solan	0.98	2.03
Una	1.13	1.95
Himachal Pradesh	1.49	2.98

Source: A Hand Book of Educational and Allied Statistics, Directorate of Education, Himachal Pradesh, Shimla, 1993.

The increase in the girls' enrolment is comparatively higher than the increase in total enrolment. At the primary level the girls' enrolment increased by 86.6 per cent from 1.79 lakh in 1975-76 to 3.34 lakh in 1993-94. At the upper primary level it indicates an enormous growth of 319.5 per cent as 41 thousand girls were enrolled in 1975-76 as compared to 1.72 lakh girls in 1993-94. The annual growth rate in

case of girls enrolment is also higher than the annual growth of total enrolment.

Table 2.6
Enrolment at Primary and Upper Primary Stages

(In Lakhs)

Year	Classes (I-V) Primary		Classes (VI-VIII) Upper Primary	
	Total Enrolment	Girls' Enrolment	Total Enrolment	Girls' Enrolment
1975-76	4.47	1.79 (40.1)	1.42	0.41 (28.4)
1980-81	5.43	2.34 (43.0)	2.00	0.63 (31.7)
1985-86	6.29	2.86 (45.4)	2.86	1.1 (38.9)
1990-91	6.90	3.19 (47.3)	3.34	1.46 (43.1)
1993-94	7.12	3.34 (46.9)	3.91	1.72 (44.0)
Annual Growth Rate (In Per cent)				
1975-80	3.96	5.50	7.08	8.97
1980-85	2.98	4.09	7.41	11.79
1985-90	1.86	2.20	3.15	5.82
1990-93	0.78	1.15	4.01	4.10

Note: Figures in parentheses represent percentage of girls to total enrolment.

- Sources:* 1. Education in India, 1975-76, 1980-81, and 1985-86, Ministry of Human Resource Development, Department of Education, Government of India, New Delhi.
2. Selected Educational Statistics, 1990-91 and 1993-94, Ministry of Human Resource Development, Department of Education, Government of India, New Delhi.

The state has advanced its efforts for universalisation of elementary education over the years, as indicated in Table 2.7. The

gross enrolment ratio which has been defined as the percentage ratio of the enrolment in classes I-V and VI-VIII to the estimated child population in the age groups 6-11 and 11-14 increased from 90.3 per cent in 1975-76 to 119.1 per cent in 1993-94. The GER more than 100 per cent includes under-age and over-age children. The GER is higher at the primary level as compared to the upper primary level which suggests that more efforts are required by the state government to achieve the goal of UEE, particularly in terms of girls' education at upper primary stage.

Table 2.7
Enrolment Ratio at Primary and Upper Primary Stages

Year	Primary (I-V) Age Group (6-11)			Upper Primary (VI-VIII) Age Group (11-14)		
	Boys	Girls	Total	Boys	Girls	Total
1975-76	108.0	72.5	90.3	76.3	30.3	53.3
1980-81	108.6	85.0	97.0	85.9	41.0	63.8
1985-86	116.8	100.6	108.8	102.7	67.4	85.4
1990-91	125.7	108.7	117.2	109.2	86.2	97.8
1993-94	126.8	111.5	119.1	124.4	97.9	111.2

- Sources: 1. Education in India, 1975-76, 1980-81, and 1985-86, Ministry of Human Resource Development, Department of Education, Government of India, New Delhi.
2. Selected Educational Statistics, 1990-91 and 1993-94, Ministry of Human Resource Development, Department of Education, Government of India, New Delhi.

The dropout rates of children in classes I-V and I-VIII in the state are lower as compared to the all-India level, as shown in Table 2.8. At the primary level, however, about one-fourth of the total children drop out from the schools. A continuous effort by the state government is required to enrol and retain more and more children in schools. The situation in the state seems to be better as compared to the All-India average when the dropout rate of total children in classes I-VIII is taken into account.

Table 2.8
Dropout Rate at Primary and Elementary Stages

		<i>(In per cent) (1993-94)</i>		
<i>Classes</i>	<i>State/All-India</i>	<i>Boys</i>	<i>Girls</i>	<i>Total</i>
I-V	Himachal Pradesh	24.64	28.16	26.28
	All-India	35.05	38.57	36.32
I-VIII	Himachal Pradesh	13.11	27.39	19.74
	All-India	49.95	56.78	52.80

Source: Annual Report of MHRD, 1994-95, Government of India, New Delhi.

Table 2.9 indicates that the percentage of female teachers increased from 26.4 in 1975-76 to 37.0 in 1990-91 in primary schools and from 16.6 in 1980-81 to 22.3 in 1993-94 in upper primary schools. Table also shows a sharp decline in the number of teachers from 8,218 in 1975-76 to 5,423 in 1993-94 in upper primary schools. This situation arose as the state government upgraded a large number of schools from primary to upper primary level and upper primary to high/senior secondary level.

The position in respect of the number of schools, enrolment and teachers at high and senior secondary levels has been presented in Tables 2.10, 2.11 and 2.12, respectively. The number of high and senior secondary schools increased by 51.6 per cent from 559 in 1975-76 to 1154 in 1993-94 whereas enrolment increased by 68.5 per cent from 69 thousand students to 2.19 lakh students during the corresponding period which suggests that there is a need to open more high and senior secondary schools in the state. In spite of the lower participation of girls which increased from 23.9 per cent in 1975-76 to 37.4 per cent in 1993-94, the annual growth rate of girls' enrolment in this period was higher as compared to growth in the total enrolment, as per Table 2.11.

Table 2.9
Teachers in Primary and Upper Primary Schools

Year	Primary Schools			Upper Primary Schools		
	Total Teachers	Percentage of Female Teachers	Percentage of Trained Teachers	Total Teachers	Percentage of Female Teachers	Percentage of Trained Teachers
1975-76	8450	26.4	99.6	8218	N.A.	99.5
1980-81	14724	32.9	99.3	5315	16.6	98.9
1985-86	15968	32.6	97.2	5411	17.0	99.3
1990-91	18780	37.0	94.2	7000	19.0	98.3
1993-94	N.A.	N.A.	86.0	5423	22.3	99.0

Sources: 1. Education in India, 1975-76, 1980-81, and 1985-86, Ministry of Human Resource Development, Department of Education, Government of India, New Delhi.
2. Selected Educational Statistics, 1990-91 and 1993-94, Ministry of Human Resource Development, Department of Education, Government of India, New Delhi.



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Table 2.10
Number of High and Senior Secondary Schools

<i>Year</i>	<i>Number of Schools</i>
1975-76	559
1980-81	582
1985-86	795
1990-91	955
1993-94	1154

- Sources:* 1. Education in India, 1975-76, 1980-81, and 1985-86, Ministry of Human Resource Development, Department of Education, Government of India, New Delhi.
2. Selected Educational Statistics, 1990-91 and 1993-94, Ministry of Human Resource Development, Department of Education, Government of India, New Delhi.

Table 2.11
Enrolment at High and Senior Secondary Stages

(In Lakhs)

<i>Year</i>	<i>Total Enrolment</i>	<i>Girls' Enrolment</i>
1975-76	0.69	0.16 (23.9)
1980-81	0.63	0.17 (27.0)
1985-86	1.08	0.35 (32.4)
1990-91	2.77	1.05 (37.9)
1993-94	2.19	0.82 (37.4)
Annual Growth Rate (In Per cent)		
1975-80	- 0.99	1.21
1980-85	11.41	15.54
1985-90	20.72	24.57
1990-93	- 5.70	- 5.59

Contd.

Note: Figures in parentheses denote the percentage of girls' enrolment to total enrolment

- Sources:* 1. Education in India, 1975-76, 1980-81, and 1985-86, Ministry of Human Resource Development, Department of Education, Government of India, New Delhi.
2. Selected Educational Statistics, 1990-91 and 1993-94, Ministry of Human Resource Development, Department of Education, Government of India, New Delhi.

Table 2.12 indicates that the number of teachers in high and senior secondary schools increased from 10,071 in 1975-76 to 13,891 in 1993-94, however, the proportion of female teachers declined from 30.9 per cent to 22.2 per cent in this period. Similarly, the percentage of trained teachers also fluctuated during this period.

Table 2.12
Teachers in High and Senior Secondary Schools

<i>Years</i>	<i>Total Teachers in the State</i>	<i>Percentage of Female Teachers in the State</i>	<i>Percentage of Trained Teachers in the State</i>
1975-76	10071	30.9	99.3
1980-81	8595	26.8	92.6
1985-86	10785	28.1	92.9
1990-91	14272	28.8	98.4
1993-94	13891	22.2	97.5

- Sources:* 1. Education in India, 1975-76, 1980-81, and 1985-86, Ministry of Human Resource Development, Department of Education, Government of India, New Delhi.
2. Selected Educational Statistics, 1990-91 and 1993-94, Ministry of Human Resource Development, Department of Education, Government of India, New Delhi.

The district-wise teacher-pupil ratio, as indicated in Table 2.13, suggests that the state has more or less a balanced teacher-pupil ratio, that is, about 1:30. Even some districts, for example, Lahul and Spiti and Chamba where the population density is very low and the number of school-going children was small in upper primary schools the teacher-pupil-ratio remained below the national norm.

Table 2.13
School-wise Teacher-Pupil Ratio (1990-91)

<i>District</i>	<i>Senior Secondary School</i>	<i>High School</i>	<i>Upper Primary School</i>	<i>Primary School</i>
Himachal Pradesh	1:29	1:32	1:19	1:34
Bilaspur	1:33	1:39	1:23	1:37
Chamba	1:18	1:20	1:09	1:28
Hamirpur	1:21	1:45	1:29	1:36
Kangra	1:30	1:37	1:24	1:36
Kinnaur	1:32	1:17	1:09	1:23
Kullu	1:36	1:32	1:17	1:35
Lahul & Spiti	1:13	1:10	1:04	1:11
Mandi	1:32	1:39	1:23	1:38
Shimla	1:25	1:25	1:14	1:32
Sirmaur	1:25	1:26	1:12	1:35
Solan	1:27	1:30	1:16	1:35
Una	1:33	1:36	1:24	1:36

Source : A Handbook of Educational and Allied Statistics, Directorate of Education, Himachal Pradesh, Shimla, 1993.

Higher Education

The state had three universities. Besides, there are 45 affiliated colleges, 2 medical colleges and one engineering college in 1993, as per Table 2.14.

Table 2.14
Institutions in Higher Education

<i>Type of Institution</i>	<i>1975</i>	<i>1993</i>
University	1	3
College	24	45
Medical College	1	2
Engineering College	—	1

Source : Selected Educational Statistics, 1993-94, Ministry of Human Resource Development, Department of Education, Government of India, New Delhi.

Table 2.15 indicates that enrolment at the graduation level increased by more than two fold between 1990-91 and 1993-94. There was no increase in the enrolment of engineering, medical and in teachers' training colleges due to their fixed per annum in-take capacity.

Table 2.15
Enrolment in Higher Education

<i>Education Stages</i>	<i>1990-91</i>	<i>1993-94</i>
Ph.D/D.Sc/D.Phil	779	1217
M.A.	1008	743
M.Sc	259	354
M.Com	132	140
BA/BA (Hons)	5916	15000
B.Sc/B.Sc (Hons)	2133	5500
B.Com/B.Com (Hons)	451	3240
B.E/B.Sc(Engg.)/B.Arch.	206	206
B.Ed/B.T.	179	179
M.B.B.S.	342	342

Source : Selected Educational Statistics, 1990-91, and 1993-94, Ministry of Human Resource Development, Department of Education, Government of India, New Delhi.

Literacy

According to the 1951 census Himachal Pradesh ranked lowest in terms of average literacy, that is, 7.1 per cent in the comity of states and union territories. The state could not surpass the all-India average upto 1961. The all-India average of literacy in 1961 stood at 23.95 per cent for all persons; 34.45 per cent for males and 12.95 per cent for females as against the state average of literacy, that is, 21.26 per cent for all persons; 32.31 per cent for males; and 9.49 per cent for females. However, with the expansion of educational development programmes including the introduction of adult education, the literacy in the state has crossed the national average in 1971, as per Table 2.16.

Table 2.16
Literacy Rate in Himachal Pradesh and at National Level

Year		Himachal Pradesh			India		
		Persons	Males	Females	Persons	Males	Females
1961	T	21.26	32.31	9.49	23.95	34.37	12.95
	R	18.73	29.48	7.53	18.83	28.89	8.42
	U	58.76	67.45	45.37	46.87	57.43	34.41
1971	T	31.96	43.19	20.23	29.46	39.45	18.69
	R	28.81	41.19	18.15	23.74	33.76	13.17
	U	60.54	66.76	52.24	52.49	61.28	42.26
1981	T	42.48	53.46	31.46	32.23	46.89	24.82
	R	40.42	51.36	29.36	29.65	40.79	17.96
	U	67.44	73.32	60.04	57.40	65.83	47.82
1991	T	63.86	75.36	52.13	52.21	64.13	39.29
	R	61.86	73.89	49.79	44.69	57.87	30.62
	U	84.17	88.97	78.32	73.08	81.09	64.05

Note : T= Total, R=Rural, U=Urban

Source: Census of India, 1961, 1971, 1981 and 1991

Table 2.17
District-wise Literacy Rate

District	1981			1991		
	Persons	Males	Females	Persons	Males	Females
Himachal Pradesh	42.48	53.46	31.46	63.86	75.36	52.13
Bilaspur	44.69	54.65	34.76	67.17	77.97	56.55
Chamba	26.45	38.49	13.59	44.70	59.96	28.57
Hamirpur	52.70	61.35	45.17	74.88	85.11	65.90
Kangra	49.12	58.46	39.93	70.57	80.12	61.39
Kinnaur	36.84	51.10	20.70	58.36	72.04	42.04
Kullu	33.82	47.47	18.96	54.82	69.64	38.53
Lahul & Spiti	31.35	43.55	15.44	56.82	71.78	38.05
Mandi	40.21	52.96	27.45	62.74	76.65	49.12
Shimla	42.74	54.37	29.48	64.61	75.96	51.75
Sirmaur	31.78	42.25	19.79	51.62	63.20	38.45
Solan	41.07	52.37	28.90	63.30	74.67	50.69
Una	50.05	59.75	40.62	70.91	81.15	61.01

Note : Literacy for 1991 relates to persons aged 7 and above.

Source : 1. Census of India, 1981.

2. Census of India, 1991, Final Population Totals, New Delhi, 1992.

District-wise literacy rate in terms of all persons, as per Table 2.17, suggests that there were 6 districts below the state average of literacy in 1991 as compared to seven districts in 1981. Female literacy in all the twelve districts remained far behind that of males both in 1981 and 1991. However, in case of male literacy in 1981 there were seven districts below the state average. In 1991, this number declined to five showing an increase in the number of districts above the state average of literacy. The number of districts below the state average in terms of female literacy remained 8 both in 1981 and 1991.

Selected Indicators of Educational Development

Some selected indicators of educational development of Himachal Pradesh vis-a-vis all-India are given in Appendix-II. These indicators pertain to the availability of schooling facilities, number of institutions, enrolment, number of teachers, budgeted expenditure on education, etc., generally at three points of time, that is, 1973, 1978 and 1986.

As the preceding review of the educational development shows, Himachal Pradesh, has acquired its place among the states having higher enrolment ratios and literacy rate but there are wide disparities in the provision of educational facilities as well as in the spread of literacy among the various regions/districts of the state.

Chapter 3

Legal Basis of Education

The Constitution of India provides the basic legal framework for the legislative authority between the union and its constituents. The 42nd amendment of the Constitution has placed education in the concurrent list, making it a joint responsibility of the centre and the states. In order to implement educational policies and plans effectively, both the centre and the state governments do enact laws from time to time.

The following Acts and Codes provide the legal foundation in the state:

- The Himachal Pradesh Compulsory Primary Education Act, 1953;
- The Himachal Pradesh Board of School Education Act, 1968;
- The Himachal Pradesh Education Code, 1985;
- The Himachal Pradesh University Act, 1970;
- The Himachal Pradesh Universities of Agriculture, Horticulture and Forestry Act, 1986;
- The Himachal Pradesh Prevention of Malpractices at University, Board of Secondary Education or other Specified Examinations Act, 1984; and
- The Himachal Pradesh Panchayati Raj Act, 1994;

The Himachal Pradesh Compulsory Primary Education Act, 1953

The Himachal Pradesh Compulsory Primary Education Act, 1953 comprises 14 sections apart from the preamble. These sections include short title; extent and commencement; definitions; issue of notification;

making primary education compulsory; conditions and precedents to the issue of notification; appointment of a school committee; duty of parents to carry children to attend school; meaning of reasonable excuse; issue of attendance order by the school committee; penalty for failure to obey attendance order; penalty for employing child liable to attend primary school; cognizance of offences; compulsory primary education to be free of charge; withdrawal of notification; powers of the state government to make rules.

The state did not enforce the Compulsory Primary Education Act, 1953 after its promulgation due to the compulsory provisions of the Act. Instead, the state follows the policy of persuasion, provides incentives and creates self-awareness among the parents and the general public for the development of primary education.

The Himachal Pradesh Board of School Education Act, 1968

The Himachal Pradesh Board of School Education Act, 1968 provided for the constitution of a statutory Board with the following members:

1. Ex-Officio members include: (a) the Secretary (Education) to the Government of Himachal Pradesh or his/her representative; (b) the Secretary (Finance) to the Government of Himachal Pradesh or his/her representative; (c) the Registrar, Himachal Pradesh University; (d) the Director of Education; (e) the Director of Primary Education; (f) the Director-cum-Principal, Medical College; and (g) the Director of Technical Education.
2. Elected members include: (a) three persons elected by the Himachal Pradesh Legislative Assembly from amongst its members.
3. Nominated Members are: (a) one Inspecting Officer of the Education Department ; (b) one Principal, representing government colleges; (c) one representative of managing committees of privately managed schools; (d) three heads of high and senior secondary schools—one each of the government, non-government and girls' high and senior secondary schools; and (e) one member to secure representation of such interests as are not otherwise represented.

4. Co-opted Members are: (a) one member to be co-opted by the Board, for his/her expert and wide knowledge of school education, from the winners of national awards for teachers, failing which from the winners of state awards for teachers.

The main functions of the Board are to:

- prescribe courses of instructions for schools;
- conduct examinations;
- admit to its examinations—on conditions that may be prescribed by it from time to time—candidates who pursue the prescribed course of instructions; (a) in recognised institutions; and (b) in privately managed institutions;
- publish the results of such examinations;
- grant diplomas or certificates to persons who have passed the examinations of the Board;
- prescribe courses of instructions for its diploma and certificate courses;
- prescribe conditions for recognition of schools and other institutions which send candidates to the examinations conducted by the Board, as well as in terms of teachers' qualifications, school curriculum, equipment, buildings and other educational facilities;
- demand and receive such fees as may be prescribed by the Board from time to time;
- co-operate with other authorities in such manner and for such purposes as the Board may determine from time to time;
- place before the government the views of the Board on any matter with which it is concerned;
- call for reports from the director on the conditions of an institution applying for recognition and to direct inspection of such institution;
- arrange for the publication of textbooks or other books of study as recommended by the Textbooks Recognition Committee for publication by the Board;
- adopt measures for promoting the physical, moral, cultural and social welfare of students in recognised institutions;
- organise and provide lectures, demonstrations and educational exhibitions, seminars and symposiums and to take such other

measures as are necessary to raise and promote the quality of school education in the state.

institute and award scholarships, medals and prizes under conditions that may be prescribed;

- conduct the departmental examinations;
- take necessary steps for modernising school curricula, strengthening of science and mathematics education, work experience and vocationalisation; and
- do all other such acts and things ancillary to any of the purposes specified above or for the purpose of carrying into effect the provisions of this Act;

The quorum of the Board is nine members present. The Director of Education is an ex-officio vice Chairman of the Board. The Board is empowered to appoint various committees such as an Executive Committee; a Finance Committee; and an Examination Committee; a Curriculum Committee; a Textbooks Recognition Committee; and such other committees, as may be prescribed from time to time.

The Act, however, as reported by the state government was under the process of further amendments.

The Himachal Pradesh Education Code, 1985

The Himachal Pradesh Education Code came into force w.e.f. 1985. With the formulation of this Code, the Punjab Education Code, 1955, adopted previously by the state, ceased to be operative. The code consists of 224 pages and has been arranged in XIII chapters.

Chapter 1 of the Code contains 29 articles and is primarily concerned with definitions and classifications. Schools have been classified under two general categories, namely, those for general education and those for special education, that is, technical or industrial training. Management-wise, the schools are divided into government schools, local body schools and private schools. A school has been defined as an institution, in which instruction other than that at a college level is imparted.

Chapter 2 of the Code deals with the grant-in-aid rules, providing grant-in-aid to privately managed educational institutions. The management of the aided schools shall be required to meet 5 per cent of the net approved expenditure in any school year.

Chapter 3 deals with the different fees and charges in government and non-government aided schools, as well as colleges. However, some of the provisions of this Code need revision in the changed circumstances as the education system has changed from the pre-university to Senior Secondary wherein fee has been levied for classes XI-XII.

Chapter 4 is concerned with different kinds of scholarships. Some of the main scholarships/stipends schemes which have been mentioned in this Chapter are: (a) Middle School Merit Scholarships; (b) High School Merit Scholarships; (c) Sanjay Gandhi Scholarships/Gold Medals Prizes/Awards; (d) Kullu Poverty Scholarship at College level; (e) Scholarships to Cadets belonging to Rashtriya Indian Military College, Dehradun; (f) Sainik School Scholarship for Himachal Pradesh, Boys; (g) Scholarships to Himachal Pradesh Cadets of NDA; (h) Pre-Matric Poverty Stipends; (i) Book Grant to Children of Military Personnel; (j) Education Concession to Children of Serving Military Personnel; (k) Grant of Financial Assistance to the families/next of Kin of Armed Forces Personnel killed during Chinese and Indo-Pak aggression; (l) Stipend to Children of Political Sufferers; (m) Financial Assistance for Education of Repatriates from Myanmar/Sri Lanka.

Chapter 5 covers details in respect of internal school administration which inter alia defines; the duties of the head of school; corporal punishment authority; special fine; expulsion; rustication and suspension; class promotion; extra-mural activities; private tuition; postal works; school timings; school attendance registers, fine for absence; late fee fine; leave application; number of students in a class; payment of school dues; age limit for first admission; admission test; transfer certificates; presentation for final examination; correct age entries; change in the date of birth; final school certificate; holidays and preparatory leave; misbehaviours; religious instructions; cleanliness, physical education; curricular and prescribed textbooks; conduct register, etc.

Matters relating to sources of income in educational institutions, its management, utilisation of funds and auditing of the different funds have been discussed in Chapter 6.

Matters in respect of suitable building for boarding house dormitories, duties of the superintendent, house-rent allowance to the

hostel superintendent, boarding house fee, provision for medical assistance etc. have been mentioned in Chapter 7 of the Code.

Chapter 8 deals with teachers' special certificates and conditions for the award of special junior basic training school certificates/special OT/LT/DM/nursery certificates. It also provides a proforma for the application for the special certificate. Primarily, it deals with the award of special certificates to deserving in-service teachers in advanced age.

Chapter 9 explains the rules regarding the recognition of schools. This chapter consists of 26 articles from article 154 to 179. The recognised privately managed schools have been defined as government schools and such schools as in the opinion of the Education Department should be satisfied the conditions laid down in the Code. The conditions for recognition of middle/high schools lay down that:

- the school is needed in the locality on educational ground, that is, it should stand included in the educational survey;
- the school is under a regularly constituted managing body which is approved by the department and is registered;
- in order to ensure the continued maintenance of the school in an efficient condition, the management has deposited in the name of the school with a branch of the State Bank of India, or with the Post Office Saving Bank, or with the State Bank of Patiala, or with a Co-operative Bank approved by the Registrar, Co-operative Societies, reserve fund equal to at least six months' salary of the staff and that no withdrawals are made without the previous sanction of the District Education Officer concerned;
- it has adopted the Standard Provident Fund Scheme for its teachers;
- the school premises, accommodation, play grounds, furniture and equipment are sufficient and suitable;
- it follows the departmental rules and inter-school rules which are strictly observed;
- it follows courses of study prescribed or approved by the department/Board of School Education;
- it has attained and maintained a reasonable standard of efficiency in instruction;

- the rates of tuition fees and subscriptions to boys' funds charges are in accordance with scales prescribed or approved by the department;
- its discipline is satisfactory;
- suitable arrangements are made for compulsory physical training for all pupils except such as are declared unfit by a competent medical authority;
- the headmaster is recognised as the sole authority in all matters connected with the internal organisation of the institution including class promotions, teachers' time table and assignment of work, discipline, and
- the records and registers as prescribed by the department are maintained.

Chapter 10 deals with miscellaneous items which include the prize distribution function; provision of apparatus for practicals; testimonials to subordinates; public-men's pressure on officers; official correspondence procedure; audio-visual aids; teacher's diary; and instructions regarding writing off unserviceable articles.

Matters in respect of school building and play grounds; size of school building for primary, middle, high and senior secondary schools, repairs of school buildings have been covered in Chapter 11.

Chapter 12 is concerned with the process of inspection and supervision of all recognised schools, submission of annual reports, proforma for inspection, advance notice of inspection to be given to schools, number of schools to be inspected by an officer and guidelines for inspecting officers.

Chapter 13 provides details regarding the code of conduct for school teachers and other employees.

The Himachal Pradesh University Act, 1970

The Himachal Pradesh University was established with its headquarters at Shimla with the following objects:

- to provide advanced learning and knowledge by teaching and research and by extension programmes so as to enable a student to obtain advantages of university education;
- to provide the right kind of leadership in all walks of life;

- to promote in the students and teachers, awareness and understanding of the social needs of the country and prepare them for fulfilling such needs;
- to take appropriate measures for promoting inter-disciplinary studies in the university;
- to foster the composite culture of India and establish such departments or institutions as may be required for the study and development of the languages, arts and culture of India;
- to make such provision to integrate courses in Humanities, Sciences and Technologies in the educational programmes of the university;

The university possesses the powers to:

- provide for instruction including the method of correspondence courses in such branches of learning as the university may, from time to time, determine, and to make provision for research and for the advancement and dissemination of knowledge as well as for extension education;
- organise and undertake extra-mural teaching and extension services;
- admit to the privileges of the university colleges situated within the area comprising the state and to withdraw such privileges, as well as to prescribe conditions therefor;
- hold examinations and grant diplomas and certificates to and confer degrees and other academic distinctions on persons and to withdraw any such diplomas, certificates, degrees or other academic distinctions for good and sufficient causes;
- confer honorary degrees or other academic distinctions;
- create such teaching, administrative and other posts as the university may deem necessary, from time to time, and to make appointments thereto;
- institute and award fellowships, scholarships, student-ships, exhibitions and prizes;
- enter into any agreement to be incorporated in the university of any institution and to take over its rights, properties and liabilities and for any other purpose not repugnant to this act;

- cooperate with any other university, authority or association or any public or private body keeping in view the promotion of purposes and objects similar to those of the university for such purposes as may be agreed upon, on such terms and conditions as may, from time to time, be prescribed;
- demand and receive payment of such fees and other charges as may be prescribed from time to time;
- receive donations and grants and to acquire, hold, manage and dispose of any property, movable or immovable, including trust or endowed property within or outside Himachal Pradesh for the purposes and objects of the university, and to invest funds in such manner as the university thinks fit;
- make provisions for research and advisory services and for that purpose to enter into such arrangements with other institutions or bodies as the university may deem necessary;
- provide for the printing, reproduction and publication of research and other work, including textbooks, which may be issued by the university;
- borrow money, with the approval of the state government, on the security of university property, for the purposes of the university;
- accord recognition to institutions and examinations for admission into the university;
- do all such things as may be necessary, incidental or conducive to the attainment of all or any of the objects of the university.

The Himachal Pradesh Universities of Agriculture, Horticulture and Forestry Act, 1986

The first university of Agriculture in the state was established with the enactment of the Himachal Pradesh Krishi Vishwavidhyalaya Act, 1978 primarily for the development of agriculture, horticulture, animal husbandry and allied subjects in the state. Its headquarters were at Palampur with a complex at Solan for specialisation in the disciplines of horticulture and forestry. Accordingly, a pro-vice chancellor was provided at Solan to look after these two disciplines. However, in 1986, a separate university with its headquarters at Solan was established vide

Dr. Yashwant Singh Parmar University of Horticulture and Forestry Act, 1986. In 1987, the Himachal Pradesh Krishi Vishwavidyalaya Act, 1978 and Dr. Yashwant Singh Parmar University of Horticulture and Forestry, Solan Act, 1986 were repealed and a separate Act, namely, the Himachal Pradesh Universities of Agriculture, Horticulture and Forestry Act, 1986 was passed to make suitable provisions for enforcing uniform standards of teaching, research and extension education in the fields of agriculture, horticulture and forestry in these two universities of Himachal Pradesh, as also, for having uniformity in financial arrangements, as well as in the service conditions of the employees in these universities.

Some of the main powers and Functions of the Universities are:

- to provide for instructions and for the conduct of research and dissemination of the findings of research and technical information through an extension education programme;
- to institute degrees, diplomas, certificates and other academic distinctions;
- to institute courses of study and hold examinations and confer degrees, diplomas, certificates and other academic distinctions on persons who have: (a) pursued a course of study as prescribed for; and (b) carried out research in the university or in an institution recognised on this behalf by the university under the conditions as may be prescribed;
- to confer honorary degrees and other distinctions as may be prescribed;
- to provide lectures and instructions for field workers, orchardists, farmers and other persons, not enrolled as regular students in the university and to grant certificates to them as may be prescribed;
- to co-operate with other universities and authorities in such manner and for such purposes as the university may determine, subject to the limitations set forth in section 4 of this Act;
- to maintain colleges as well as to maintain laboratories, libraries, research stations, and institutions and museums for teaching, research and extension education in the fields indicated in the schedule to the Act; and

- to determine qualifications for teachers and to recognise persons as are qualified to give instructions in a college or to carry out research and extension education in the fields indicated against it in column-4 of the schedule to this Act.

The Himachal Pradesh Prevention of Malpractices at University, Board of Secondary Education or Other Specified Examinations Act, 1984 (Act No.19 of 1984)

This Act contains 12 articles which are; (a) Short title, extent and commencement; (b) Definitions; (c) Duties of paper setters and punishment for contravention; (d) Duties of persons entrusted with printing etc. of question papers and punishment for contravention; (e) Duties of persons entrusted with custody of question papers and punishment for contravention; (f) Prohibition of supply or publication of any question paper before examination is held; (g) Prohibition of copying and impersonating at examination; (h) Assault etc. on superintendent or invigilator; (i) Punishment for refusal to work for the conduct and declaration of result of an examination; (j) Punishment for abatement of offences; (k) Offences to be cognizable and non-bailable; and (l) Offences to be tried summarily.

The state government has made 'offences' under this Act as cognizable and non-bailable. Any person who is found in or within the periphery of an examination hall, by the invigilator or any other person appointed to supervise the conduct of examination, copying answers to the questions set in the examination from any book, notes or answer papers of other candidates or appearing at the examination on behalf of any other candidate or using any other unfair means, shall, on conviction, be punished with imprisonment for a term which may extend to 3 months or with fine which may extend to Rs.500/- or with both. The Act also protects the superintendent or invigilator from assault etc.

The Himachal Pradesh Panchayati Raj Act, 1994

The Himachal Pradesh Panchayati Raj Act, 1994 has been enacted to consolidate, amend and replace the law relating to Panchayats with a view to ensure the effective involvement of the Panchayati Raj institutions in the local administration and development activities including education.

Chapter 4

Educational Policy and Programmes

The State of Himachal Pradesh in its programmes of educational development is generally guided by the objectives laid down in the national policies on education. The main objectives of education sought to be implemented were: to transform the whole process of education; to endeavour to relate it to life, needs and aspirations of the people and thereby make it a powerful instrument of social, cultural and economic transformation necessary for the realisation of the national goals.

According to the National Policy on Education, 1986, the main objectives of school education include universalisation of elementary education for children in the age group 6-14 years; introduction of 10+2 pattern and vocationalisation of secondary education; and improvement of standards as well as strengthening of the administrative and supervisory structure for effective monitoring. The new thrust in the elementary education is on universal enrolment and retention of children upto 14 years of age and a substantial improvement in the quality of education, the highest priority being on solving the problems of children, dropping out of school.

There has been a tremendous expansion of educational facilities at all levels in the state since the implementation of the National Policy on Education, 1986. The state has introduced the uniform system of education, that is, 10+2+3. Several other programmes were implemented on priority basis in the state which included the establishment of 8 Navodaya Vidyalayas, 11 District Institutes of Education and Training, implementation of the Operation Blackboard

Scheme in primary schools which has now been extended upto upper primary schools, improvement of Science education in middle/high/ senior secondary schools, reforming the scheme of intergrated education, introducing vocationalisation of education at +2 stage in 25 senior secondary schools, establishment of Jan Shiksha Nilayams and introduction of the programmes conducted by the National Literacy Mission etc.

Elementary Education

Himachal Pradesh has a higher gross enrolment ratio and a high literacy rate, as compared to the country as a whole. The total gross enrolment ratio in the state for classes I-V, age group 6-11 is 119.1 per cent which is higher than the national average of 104.5 per cent in 1993-94. The GER is also higher in terms of boys, that is, 126.8 per cent; and in case of girls 111.5 per cent in the state as compared to 115.3 per cent and 92.9 per cent, in the case of boys and girls, respectively, at the national level.

Similarly, at the upper primary level in classes VI-VIII, age group 11-14 the gross enrolment ratio is 111.2 per cent for all children; 124.4 per cent for boys; and 97.9 per cent for girls as against the national average of 67.7 per cent for all children; 79.3 per cent for boys; and 55.2 per cent for girls.

The accounting of gross enrolment ratio, however, may not be a true reflection of the realisation of universal enrolment as the GER for classes I-V, age group 6-11 years and for classes VI- VIII, age group 11-14 years contains the number of over-age and under-age children.

The dropout rate of children, as discussed in chapter-II, indicates that about one fifth of the total children admitted in class-I do not reach class VIII. The analysis of district-wise position seems to be more clear which indicates that the districts which are dominated by tribal population, have higher dropout rates, that is, about 70 per cent. To realise the goal of universal enrolment and retention as well as to improve achievement the state government is conducting various programmes and schemes for the educational development. Some of these schemes are:

The District Primary Education Programme (DPEP)

The District Primary Education Programme, a centrally sponsored scheme was launched in 1995 in four districts of the state, namely, Chamba, Kullu, Lahul and Spiti and Sirmaur where the female literacy rate is below the national average. The existing educational disparities which advocate the need of DPEP in the state are:

- The density of population in Himachal Pradesh is very low as compared to the other states of the country particularly in the district of Lahul and Spiti necessitating opening of more schools to cover the small hamlets and villages located in the far-flung areas having scarce means of communication and hostile climatic conditions.
- The scheduled tribe population is high in the districts of Lahul and Spiti and Chamba which requires special attention in the field of education.
- The percentage of rural population in these districts is very high.

In view of these existing disparities the main focus of DPEP is:

- To reduce disparity in terms of enrolment, dropout and learning achievement, among gender and social groups to less than 5 per cent;
- To reduce the overall dropout rate at the primary level for all students to less than 10 per cent; and
- To raise the average achievement level by 25 per cent over measured baseline levels and ensure the achievement of basic literacy and numeral competencies as well as a minimum of 40 per cent achievement level in other competencies by all primary school children

Table 4.1 shows the district-wise number of schools to be covered under DPEP.

Operation Blackboard

This scheme was started as a centrally sponsored scheme in 1986. Under this scheme 1,951 primary schools were identified to provide a second teacher in a single teacher school whereas 2,400 schools were identified for providing additional rooms. Equipment and books worth

Rs. 10,000/- each were also provided in 6,942 schools. Besides, 838 additional posts of JBT teachers were sanctioned for those primary schools which have enrolment of over 100 children. About 1,500 additional rooms were also proposed to be constructed in primary schools in 1995-96. This scheme has been extended upto upper primary level in 1995.

Table 4.1
District-wise Number of Primary Schools, Enrolment and Teachers to be Covered in DPEP Programme

District	Schools			Enrolment			Teachers		
	R	U	T	B	G	T	M	F	T
Chamba	755	23	778	31229	28382	59611	2588	281	2869
Kullu	414	8	422	23001	19488	42489	730	331	1061
Lahul & Spiti	181	—	181	1678	1713	3391	316	119	435
Sirmaur	619	22	641	29075	23887	52962	894	460	1354
Total	1969	53	2022	84983	73470	158454	3998	1721	5719

R= Rural, U=Urban, T=Total B=Boys, G=Girls, M=Male, F=Female

Source: District Primary Education Programme, Himachal Pradesh.

Nutritional Support to Primary Education (Mid-Day Meal)

This Scheme was launched on 15 August, 1995. Under this scheme 1,808 primary schools comprising 1.5 lakh children have been covered. During 1995-96, all rural primary schools under the Employment Assurance Scheme (EAS) blocks in the state were covered. The scheme has been extended to cover all Low Family Literacy (LFC) blocks during 1996-97. The remaining blocks are also proposed to be covered during 1997-98. All children in classes I-V with over 80 per cent attendance in a particular month are being given 3 kg of un-cooked rice for that month.

Educational Technology

Under this programme Two-in-One sets and pre-recorded

educational cassettes are provided to encourage learning. This facility has been given to 3,555 primary schools in the state.

IRDP Scholarship

The state government has introduced a scheme of scholarship of Rs. 150/- per year to all children belonging to IRDP families and studying in primary schools. The scheme was introduced from the financial year 1994 in order to improve the enrolment in primary schools.

Free Education to Girls

Girls students right upto the level of university and even professional institutions are exempted from any tuition fees.

Incentives in Tribal Areas

Tribal area students are being provided with several incentives like free of cost uniform, reading and writing materials and textbooks. However, these incentives to children are subject to the availability of the budget.

The main incentive schemes for scheduled castes, scheduled tribes, and people residing in sparsely populated and other backward areas have been discussed in chapter-7.

Secondary Education

Secondary and higher secondary education are important terminal stages for many students. It is at these stages that options are exercised by the youth either to enter the world of work or to continue higher education.

There were 1,142 high and senior secondary schools functioning in the state in 1991-92. The state government continuously upgrades middle and high schools to high and senior secondary level, respectively. In 1993-94, 20 middle schools were upgraded to high school level and 20 high schools to senior secondary level.

Work Experience and Vocationalisation

The concept of work experience was introduced in 1975-76 in the state in 16 schools where 16 posts of skilled craftsmen were created.

The idea behind work experience is to expose the children to the world of work.

In 1985-86 a new concept of earn while you learn was introduced in secodnary schools. For this purpose, 61 secondary schools were provided with funds for the establishment of essential infrastructural facilities. Under the scheme, trades like chalk making, file cover and envelop making, cane work, tailoring and embroidery, wood work, etc. were selected.

In 1988-89 vocationalisation of education at the +2 stage was introduced in 15 senior secodnary schools. The scheme was extended to 10 more senior secondary schools during 1989-90 making the total number of schools covered under this scheme 25. In 1994-95 instruction in six trades, namely, (a) agriculture (b) accountancy and auditing (c) computer techniques (d) electronics (e) repair and maintenance of electrical domestic appliances and (f) food preservation and processing, was being imparted under this scheme.

Adult Education

The National Adult Education Programme which aimed at providing literacy to the persons in the age group 15-35 years was launched in 1979 by the state government with the involvement of several voluntary agencies. In 1982, the National Adult Education Programme was renamed as the Adult Education Programme.

National Literacy Mission

The main programmes conducted under the National Literacy Mission in the state are: Rural Functional Literacy Programme; State Adult Education Programme; Mass Programme of Functional Literacy; Jana Shiksha Nilayams and Nehru Yuvak Kendras. All adult illiterates in the state were proposed to be made literate during the Eighth Five-Year Plan. To achieve this aim, 2,300 adult education centres (1,200 in central sector and 1,100 in state sector) and 305 Jana Shiksha Nilayams (180 in the central sector and 125 in state sector) were started in the state apart from Nehru Yuvak Kendras and 200 other centres under universities/colleges in 1990-91.

For the administration of the adult education programme, a branch headed by the deputy director (adult education) is operating in the

Directorate of Primary Education. For district level administration there were 3 district adult education officers, 22 project officers who are assisted by adult literacy supervisors and other ancillary staff.

Total Literacy Campaign

The total literacy campaign in Himachal Pradesh was started on 14 June, 1992. The state government had fixed the target to achieve total literacy by 15 April, 1996. In 1995 the number of total illiterates in the state in the 9-45 age group was 7.72 lakhs. The state of Himachal Pradesh will be the second in the country in achieving total literacy after Kerala.

Teacher Education

There is one B.Ed college at Dharmshala, one university education department and 6 Basic Training Schools in the state located at Mandi, Chowari, Solan, Nahan, Hamirpur and Sarkaghat. In addition there are 6 continuation centres for in-service training. The State Council for Educational Research and Training also provides in-service training to teachers.

Under the centrally sponsored scheme of DIETs, 11 DIETs have been sanctioned in Himachal Pradesh, of these 7 DIETs are functional.

Higher Education

The state has three universities and 45 affiliated colleges. In 1995, seven degree colleges, one each at Reckong Reo, Ghumarwin, Arki, Jogindernagar, Karson, Paonta Sahib and Chowari were made functional. Apart from this three evening colleges, one each at Una, Hamirpur and Bilaspur have been notified which are likely to start functioning in 1996. For the development of higher education a grant-in-aid of Rs. 728.32 lakhs was provided in the non-plan budget during 1994-95 for Himachal Pradesh University and Himachal Pradesh Board of School Education.

Technical Education

There were 5 Polytechnics, 17 Industrial Training Institutes including an Institute for the Physically Disabled, 15 Industrial Training Institutes for Women, and one engineering college

functioning in the state in 1993-94. The polytechnics conduct 3 years' courses in civil, mechanical, electrical, automobile, architecture, engineering, electronics and communications.

The Priority Objectives

Although Himachal Pradesh is ahead as compared to the national average in terms of enrolment ratios of children of age groups 6-11 and 11-14 and the literacy rates of all persons, males and females, the state is far from realising the goal of universal enrolment and retention. Several disparities exist in the state as discussed in this chapter, the major being access of children to schools. The education development programmes based on decentralised planning and management structure like DPEP need to be extended in more districts of the state for faster spread of primary education.

Chapter 5

Organisation and Administration

A Brief History of the Education Department

The Education Department of Himachal Pradesh was established in 1948. At the initial stage it was headed by a Chief Education Officer who was assisted by four District Inspectors of Schools along with a lady supervisor. Subsequently, in 1950, the post of Chief Education Officer was redesignated as Deputy Director of Education. In 1952, the Education Department came under the overall charge of an Education Minister.

The Education Department underwent further changes when the post of Deputy Director of Education was converted into the post of Principal Education Officer and again into the Director of Education. However, the appointment of the Director of Education was made, for the first time, in January, 1958. At the inspectorate level, there were five District Inspectors of Schools, 13 Assistant District Inspectors of Schools and one Physical Instructor. With the creation of a new district of Kinnaur in 1960, one more post of District Inspector of Schools and two posts of Divisional Inspectors of Schools were created. Simultaneously, one post of Education Officer was created at the Directorate level. In 1961-62, the higher secondary system of education was introduced in the state. As a result, all high schools were upgraded to the higher secondary level.

In 1963, the Director of Education was also assigned the job of the newly created post of the Education Secretary. The Director of Education held this dual charge till 1970 when a separate Education Secretary was appointed to look after the overall work of the Education

Department. At this stage, the strength of the Education Department at the directorate level was one Deputy Director, four Education Officers, and one Planning and Development Officer. There were two Divisional Inspectors of Schools, one Physical Training Supervisor, six District Inspectors of Schools, as well as thirtynine Assistant District Inspectors of Schools at the inspectorate level.

In January, 1969, two zones, namely, South and North were established. The North Zone included the districts of Una, Hamirpur, Kangra, Chamba, Lahul and Spiti and Kullu whereas the South Zone comprised the districts of Bilaspur, Mandi, Shimla, Sirmaur, Solan, and Kinnaur.

In 1981-82 these two zones were reorganised by the creation of a third zone, that is Central Zone. At present there are four educational zone in the state: (a) North Zone includes the districts of Chamba and Kangra ; (b) Central Zone has the districts of Mandi, Lahul and Spiti, and Kullu; (c) South Zone consists of the districts of Shimla, Solan, Sirmaur and Kinnaur; and (d) the West Zone covers the districts of Una, Bilaspur and Hamirpur.

The post of District Inspectors of Schools as well as Assistant District Inspectors of schools were converted into those of the District Education Officers and Block Education Officers, respectively, when Himachal Pradesh became a fullfledged 18th State of the Indian Union in 1971. In 1972, a statistical unit was created under a centrally sponsored scheme which is now headed by a Deputy Director. In 1975 one post of the Joint Director (Colleges) was also created and filled up.

Set-up at the Secretariat Level

The Education Department is under the charge of an Education Minister. The Commissioner cum Education Secretary is the executive head of the department. The Commissioner cum Education Secretary is assisted by a Speical Secretary, a Joint Secretary and a Deputy Secretary, Education. The Education Secretary also directly looks after the work of the Director, Primary and Adult Education; Director, Education (VI-XII); Himachal Pradesh University; and Himachal Pradesh Board of School Education. The educational administrative

set-up at the secretariat level in Himachal Pradesh is shown in Figure 5.1.

Set-up at the Directorate Level

Directorate of Education

The Directorate of Education, as shown in Figure 5.2, is headed by a Director who is assisted by an Additional Director, five Joint Directors—one of them is holding the responsibility of joint Controller (F&A); and another is an OSD. The other three Joint Directors are looking after the work of schools; colleges; and senior secondary education. There are four Deputy Directors: each for planning and development; vocational education; senior secondary education; and Science education. Besides, there are four Assistant Directors: two technical officers; one script writer; one administrative officer; and 12 superintendents.

The Director of Education is responsible for: (a) school education (from classes VI-XII); (b) college education, Himachal Pradesh University; (c) teachers' training institutions; (d) audio-visual education; (e) Sanskrit and Hindi language institutions; (f) grant-in-aid for educational institutions; (g) NCC and ACC; (h) scholarships and loans for general, technical and professional education; (i) vocational guidance and counselling in schools and colleges, (j) community centres and Vigyan Mandirs; (k) libraries; (l) management of preparation and printing of textbooks; (m) sports in educational institutions; (n) establishment matters, budget and accounts matters; (o) work related to educational planning and the programmes of universalisation of elementary education.

Directorate of Primary and Adult Education

The Directorate of Primary and Adult Education (Figure 5.3) is headed by a director who is assisted by two Deputy Directors, two Assistant Directors, one Chief Accounts Officer, one Registrar and five superintendents.

The Director, Primary and Adult Education is concerned with: (a) pre-primary and primary education, (b) teacher training including pre-service and in-service for primary school teachers; (c) District Institute

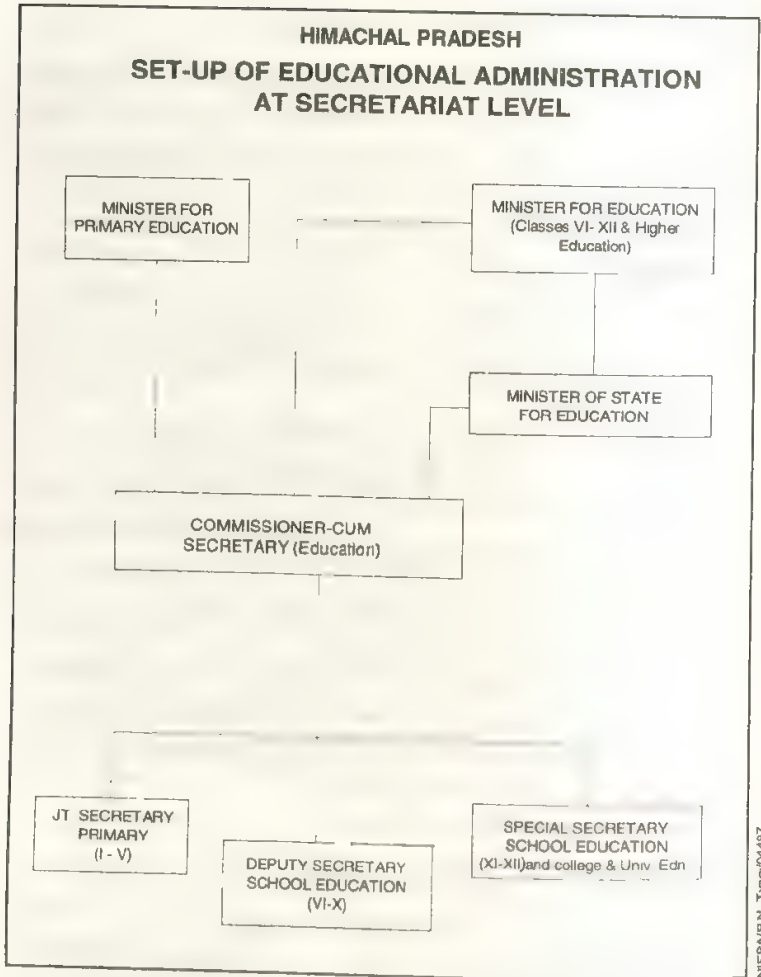


Fig. 5.1

of Education and Training; and (d) District Primary Education Programme. He also looks after the work of adult education; grant-in-aid for private recognised primary schools and work related to educational planning as well as universalization of primary education in the state.

Set-up at the Inspectorate Level

The set-up at the inspectorate level in the state has a three-tier system which includes two parallel district level set-ups—(a) for primary education, (b) for upper primary and secondary education, and (c) the zonal level set-up for senior secondary education. The set-up of educational administration at inspectorate level is seen in Figure 5.4.

District Primary Education Officer

There are 13 district primary education officers in the state to look after the work of primary education. The District Primary Education Officer is the appointing authority for all primary school teachers in a district. He also regulates transfers of teachers on the basis of the assessment of the workload. At block level there are 114 block primary education officers who look after the inspection and supervision work of primary schools and act as drawing and disbursing officers in respect of all schools; sanction all types of leave of teachers in their respective blocks; maintain service books and prepare and submit pension cases of teachers to the higher authorities.

To look after the work of adult education, there are 3 district adult education officers; one each at Nahan, Chamba and Kullu. In the remaining 9 districts there is no post of district adult education officer, instead, there are 22 project officers looking after the work of 2,300 adult education centres. Besides, 305 Jan Shiksha Nilayams have also been established in the state.

District Education Officer (Upper Primary and High Schools)

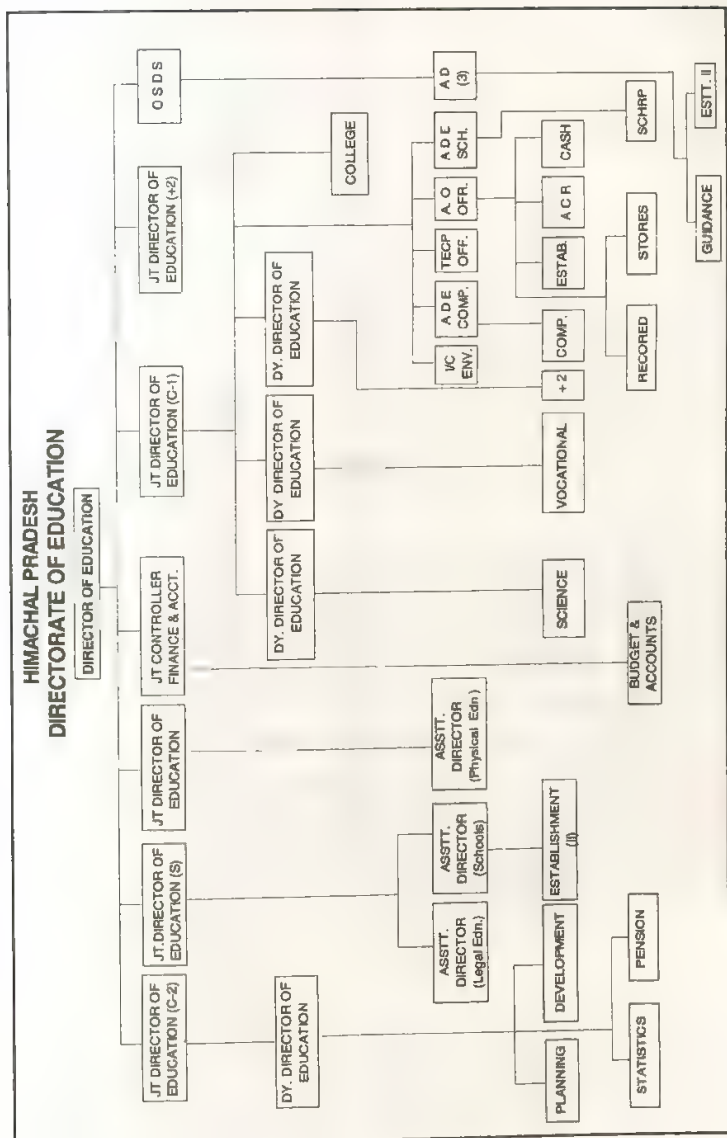
The district education officers are responsible for inspection and supervision of all high schools in a district, in addition, they are holding overall charge of upper primary schools. At the block level there are 69 block education officers who look after the work of inspection and

supervision of upper primary schools in a block. These blocks are co-terminus with community development blocks.

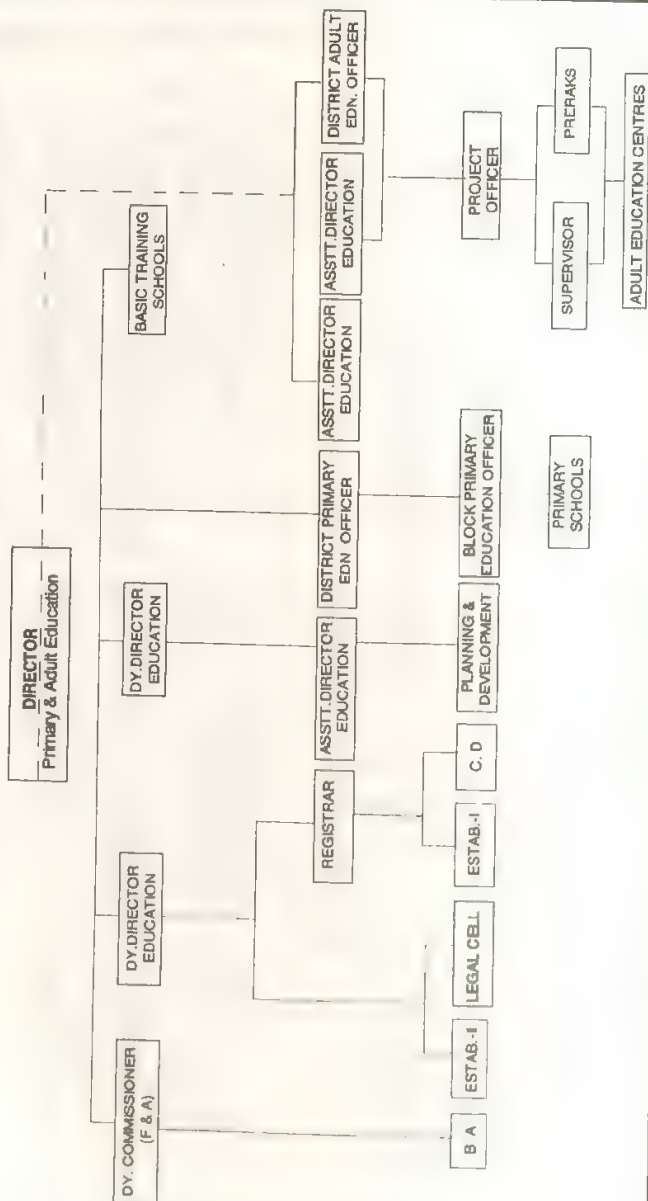
Deputy Director at Zonal Level (Senior Secondary Schools)

The Deputy Director of Education at the zonal level is the controlling officer in respect of district education officers. He is also directly responsible for the inspection and supervision of senior secondary schools. A Deputy Director of Education is mainly responsible for:

- Inspection and supervision of all senior secondary schools;
- Maintenance of service books, sanction of casual and other kinds of regular leave;
- Inspection of Anglo Indian Schools;
- Grant of temporary and provisional recognition to privately managed schools;
- Enquiries on departmental proceedings initiated against various officials;
- Permission to appear in university examinations including B.Ed., M.Ed., M.Phil, Ph.D etc;
- Receiving representations against seniority, award of selection grade, confirmation and verification of service particulars in respect of trained graduate teachers/lecturers and headmasters;
- Organisation of seminars/refresher courses;
- Various types of teachers' training such as B.Ed., LT;
- Selection of in-service teachers for M.Phil courses;
- Rationalisation of staff in schools;
- Establishment matters of the staff in schools;
- Transfer of teaching and non-teaching staff, trained graduate teachers, block education officers, lecturers in senior secondary schools and heads of high/senior secondary schools (except class II officers) and ministerial staff working in the schools and offices in the zone;
- Inter-district transfer of those categories of teachers for whom the power of transfer within the district lies with the district education officer;
- Deputation of teachers for refresher courses;



HIMACHAL PRADESH DIRECTORATE OF PRIMARY AND ADULT EDUCATION



- Grant of leave other than special disability leave to non-gazetted headmasters, headmistresses of government high and senior secondary schools and the staff of their offices;
- Inter-district tournament within the zone;
- All complaints/enquiries within the zone and follow-up action;
- Audit and accounts within the zone.

Departmental Coordination

At the directorate level, the work of co-ordination is generally done by the Director of Education. This includes preparation of annual plans for discussion at the national level in the Planning Commission. The work of collection of annual educational statistics from all the directorates has also been entrusted to the Director of Education. He is also responsible for scrutiny, consolidation and submission of data and information to the Government of India.

Delegation of Powers

As far as the delegation of the main financial powers is concerned, the Joint Director of Education can sanction upto Rs. 15,000/- on any item in respect of institutions/offices under his charge. The Deputy Director can sanction upto Rs. 14,000/- on any item in respect of institutions and offices under his jurisdiction, Registrar, Education Department upto Rs. 8,000/-, Principals of all government colleges and all district education officers upto Rs. 8,000/- and other drawing and disbursing officers can sanction Rs. 1,000/- on any one item in respect of the institutions under their jurisdiction. These sanctions are made under non-recurring expenditure (other than expenditure on installation of new telephones and purchase of vehicles).

Decision-making Process

In the decision-making process the views of teachers and educational administrators are taken into account. There are a large number of teaching and non-teaching associations which directly or indirectly influence the educational planning and management process in the state. Some of the recognised associations are: Himachal Pradesh School and Inspection Officers' Federation; Himachal Pradesh Teachers Maha Sangh; Himachal Pradesh Government TGT Teachers

Federation; Himachal Pradesh Postgraduate Teachers Federation; Himachal Pradesh Government Teachers Federation, Rahi Group; Himachal Pradesh TGT Teachers Association; Himachal Pradesh Government Teachers Federation, Gulleri Group; Himachal Pradesh School Lecturers Association; Classical and Vernacular Teachers Sangh; Sanskrit Shiksha Parishad; and Highly Qualified Teachers Association.

Non-teaching Staff Associations are: Himachal Pradesh Librarian Association; Himachal Pradesh Library Association; Himachal Pradesh Education Department Non-Teaching Class-III Association; Himachal Pradesh (Shiksha Vidhyalayas) Class-III Association; Himachal Pradesh Laboratory Attendant Association; and Himachal Pradesh Class-IV Association.

These associations meet atleast once a year with the Director of Education and also with the Education Secretary and place before them the problems which are being faced by them at lower levels.

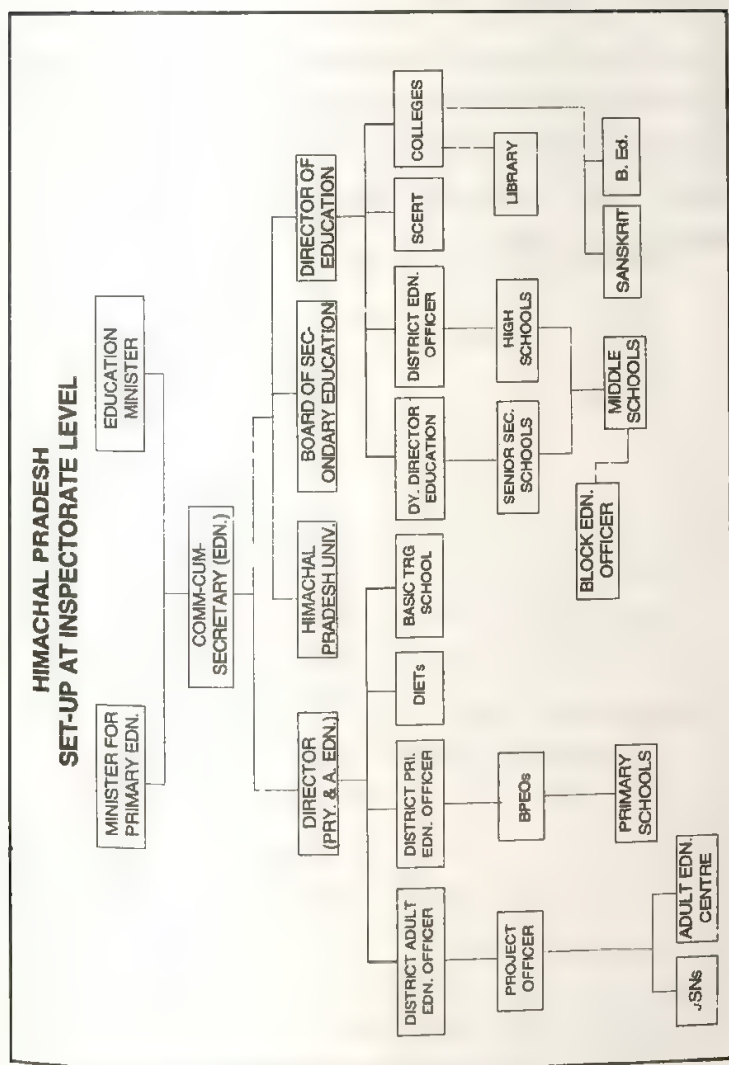
Himachal Pradesh Board of School Education

The Himachal Pradesh Board of School Education was established in 1969 under the Act 14 of 1968. The management of the Board comprises Chairman, Vice-chairman, nine ex-officio members, three elected members and nine nominated members. The Board conducts examinations for regular and private students in government and all recognised middle, high and senior secondary schools. Besides, it also holds departmental examinations for JBT TTC etc. Availability of textbooks to students of classes I-XII is also one of the main objectives of the Board. The main functions of the Board are discussed in Chapter 3.

Problems and Suggestions

The Education Department of Himachal Pradesh, as discussed in the preceding pages has undergone tremendous changes several times due to the expansion and enhancement of its responsibilities as well as several reforms undertaken in the education system over the years.

The success of the educational programmes depends upon effective coordination not only between the different levels of educational administration in the state but with other departments also like health,



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Fig. 5.4

revenue, social welfare, youth services etc. The coordination work at different levels should be entrusted to a separate senior-level officer, may be an Officer on Special Duty so that a timely and speedy implementation of educational programmes can be ensured. Integrated and coordinated efforts are also required between the district education officer and the district primary education officer and at block level, between the block primary education officers and the block education officers in terms of UEE, vocational education and the programmes related to adult education.

Chapter 6

Role of Local Bodies, Non-Government Organisations and Community

Local Bodies

The local bodies in Himachal Pradesh like panchayats, notified area committees and municipal corporations do not undertake any educational activities. However, the Cantonment Boards are running 7 upper primary schools for the benefit of the wards of employees of the cantonments. These schools are located at Bakloh, Yol Cant, Jatogh, Kasauli, (2 schools) Dalhousie, and Subathu.

The Cantonment Boards meet their educational expenditure partly from the fees levied by them from the students and partly from the grant-in-aid from the state government.

Non-Government Organisations

In Himachal Pradesh the state government plays a dominant role in the field of education, as only about 5 per cent of the total schools from primary to higher secondary are managed by non-government organisations. The major non-government agencies managing educational institutions in the state are: (a) Dayanand Anglo Vedic; (b) Sanatan Dharam Sabha; (c) Arya Samaj; (d) Guru Nanak Mission; (e) Saraswati Vidya Mandir; (f) Islamia Schools/Madrasas; (g) Shimla-Chandigarh Education Society; and (h) Amritsar Diocese, Amritsar. Some other main non-government education institutions

being run by individuals include: (a) F.C. Sikh School, Shimla; (b) Guru Partap School Paonta Sahib; and (c) Sat Guru School Nagwain, Mandi.

Besides, there are a large number of schools being run by Christian Missionaries. Some of them are Catholic schools run by the Shimla-Chandigarh Education Society, namely, St. Edwards, Convent of Jesus and Mary, Shimla; St. Luke's, Solan; Sacred Heart, Dalhousie; St. Paul, Palampur etc. The protestant schools include B.C.S. Shimla, Auckland house (Shimla), Gorton Mission, Kotgarh etc.

There has also been a mushroom growth of private primary/nursery schools in the state, particularly in urban areas, where parents can afford exorbitant fees. Even the Directorate of Primary and Adult Education is quite liberal in granting recognition to such private primary schools as these are supplementing the government effort of universalisation of primary education.

Table 6.1 indicates the number of different types of institutions and enrolment in them in Himachal Pradesh.

Table 6.1
Number of Non-Government Schools and Enrolment

(1991)

Type of School	Number of Schools	Enrolment in Schools		
		Boys	Girls	Total
Primary	203	9045	4956	14001
Middle	76	5527	3466	8993
High	117	18658	13639	32297
Sr.Secondary	31	12486	6245	18731
Total	427	45716	28306	74022
Percentage of Non-government Participation to State Total	4.4	6.8	5.1	5.3

Source: Directorate of Education, Himachal Pradesh.

It is seen that out of the total enrolment from primary to senior secondary, about 5 per cent children were enrolled in non- government schools in 1990-91. Figure 6.1 also presents a comparative picture of institutions and enrolment at school stage.

The concentration of female teachers in privately managed primary, high and senior secondary schools is high where they constitute more than 50 per cent of the total teaching force in these institutions, as per Table 6.2.

Table 6.2
Number of Teachers in Non-Government Schools

(1991)

<i>Type of School</i>	<i>Total Teachers</i>	<i>Percentage of Female Teachers</i>
Primary	632	58.5
Middle	468	44.2
High	1328	60.6
Senior Secondary	717	51.5

Source: Directorate of Education, Himachal Pradesh, Shimla

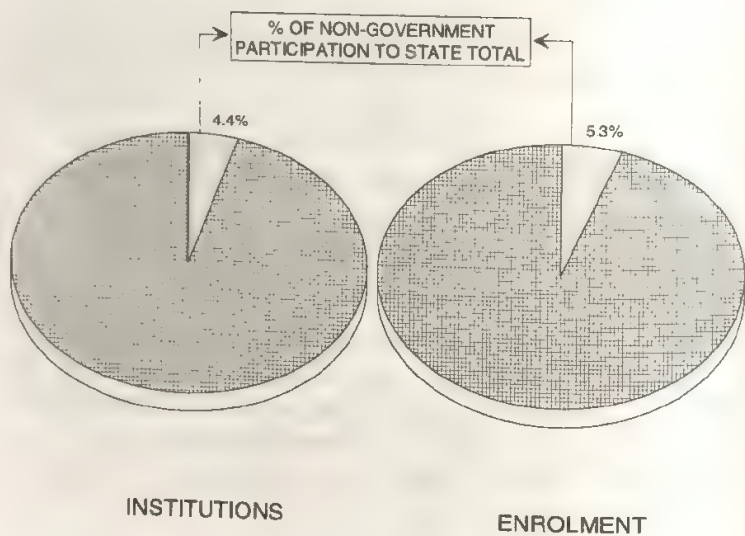
The recognised privately managed aided schools have been defined as government schools and such schools in the opinion of the Education Department should satisfy the conditions prescribed in the Education Code. The conditions of granting recognition to the private primary schools are also embodied in the Education Code of the state as mentioned in chapter 3.

Grant-in-aid to Educational Institutions

The grant-in-aid rules for maintenance grants given to recognised schools provide that:

- the school has a managing committee approved by the Education Department, Himachal Pradesh and an average daily attendance of not less than 25 or, in the case of girls, 15 pupils in the school. The government may, at its discretion, relax this condition in the case of schools located in sparsely populated areas;

**HIMACHAL PRADESH
NON-GOVERNMENT
SCHOOLS AND ENROLMENT
1991**



NIEPA/P.N. Tyagi/05097

Fig. 6.1

- the school is supplied with sufficient and suitable furniture and equipment;
- the account of the institutions will be liable for audit by the Audit and Accounts Department as well as the Education Department;
- the organisation, discipline and tone of the institutions are satisfactory;
- instruction is given in accordance with approved time- table;
- the textbooks introduced in the schools prescribed by the department;
- the fees levied and concessions allowed are strictly in accordance with the rules laid down by the department.
- the endowments, fees, grants etc., and of the expenditure are maintained in forms approved by the department;
- the management can contribute atleast 5 per cent of the net expenditure from their own funds after the school is aided;
- the inter-school rules prescribed by the department are observed;
- all information and returns called for by the department are furnished;
- the school in all its departments, recognised or unrecognised, is open to inspection by authority to inspect aided school;
- the books and periodicals purchased for use in the school are approved by the department;
- the rules of the department and direction as given by the department from time to time are complied with;
- a provident fund is established and properly administered in accordance with standard provident fund rules;
- the management shall introduce such scales of pay and allowances for teachers and to other staff members as are prescribed by the government for corresponding staff in government schools;
- the management shall comply with all orders and directions of the Education Department of Himachal Pradesh in the interest of maintaining the educational standard;

- the service conditions of the teachers shall be governed by the provisions as well as the decisions of the government taken from time to time in such matters;
- the managing committee of an aided high or senior secondary school shall have two members appointed by the department; and
- the discipline, award of punishment etc., to the employees of aided school shall be governed by the government.

Taking-Over of Educational Institutions

The policy of the state government regarding taking over of classes/staff in privately managed schools is that:

- the privately managed institutions/classes are recognised by the department;
- the management hands over all assets of the institution;
- no liability is to be accepted by the government;
- only qualified staff will be taken over in accordance with the posts which are sanctioned by the government in the prescribed scales;
- no superannuated untrained or unqualified staff will be taken over;
- only such staff will be considered for taking over as was in position in the school at least one year prior to the date of taking over of school/classes by government, and that staff falls within the session for which recruitment is being made by the state government.
- after the school is taken over it will be known as government primary/middle/high school, as the case may be;
- the members of the staff who are taken in government service shall be treated as new entrants for all intents and purpose;
- the appointment of teachers in privately managed schools has been approved by the concerned DEO/DPEO or any other officer—competent to appoint such teachers in government schools.

As per the recent amendments in the Himachal Pradesh Education Code the state government has rescinded the provisions relating to

recognition and grant-in-aid. Privately managed institutions can henceforth seek affiliation with Himachal Pradesh Board of School Education. Recognition by the state government will not be a pre-condition to affiliation.

Community Participation

Community participation in education in the state exists in the form of parent-teacher associations. PTAs secure public cooperation in the welfare programmes for students and activities of schools and to make efforts towards school improvement.

The community also provides land to open new educational institutions. Some of the effective heads of institutions persuade the community to contribute financially and to provide resources for addition, construction/alteration of school buildings and improvement of school campuses.

The survey conducted in the 68 sample schools from primary to senior secondary in Solan district shows the extent of community participation in schools through various committees, as per Table 6.3. Most of the schools have PTAs and Red Cross Fund Committees. School Development Committees also exist in primary and upper primary schools.

Table 6.3
Sample Schools Having Internal and External Committees

<i>Type of Committee</i>	<i>Number of Schools</i>				
	<i>Primary</i>	<i>Upper Primary</i>	<i>High</i>	<i>Senior Secondary</i>	<i>All Schools</i>
Parent-Teacher Association	7	3	6	2	18
School-Development Committee	2	2	—	4	
Other Committees including Red Cross Fund Committee etc.	9	2	6	2	19

Source: Field Study

Problems and Suggestions

There should be a mechanism of regulation particularly for those private institutions which are charging exorbitant fees and other funds from the students. These institutions should be governed by the provisions of the Education Code of the state under which all educational institutions are compulsorily registered. A procedure should also be developed under which information from private institutions is made available in time to the Education Department. The payment of salaries to the teaching and non-teaching staff in privately managed schools should be made through the treasury as in the case of teachers working in state government schools.

Chapter 7

Educational Programmes for Disadvantaged Groups

Education of Scheduled Castes

Himachal Pradesh ranked second in the country, with a concentration of 13.1 lakh scheduled caste population in 1991, constituting 25.34 per cent of the total population of the state. The percentage of scheduled caste population of the state in terms of the total scheduled caste population of the country was 1.1. There were 56 scheduled castes in the state in 1991.

The state government has started several programmes of educational development of scheduled castes through Special Component plan (SCP) since 1980. As a result, the state has achieved higher literacy rates in respect of the scheduled caste population as compared to the literacy rates of scheduled caste population of the country as a whole, as per Table 7.1. Similarly, the literacy rates in terms of both rural and urban scheduled caste population are also higher in comparison with their respective national average.

Table 7.2 indicates the enrolment of scheduled caste children at different stages of school education from primary to senior secondary.

It is seen that the enrolment of scheduled caste children at the primary education stage constitutes about one-fourth of the total children enrolled in the state which is similar to the percentage of the total scheduled caste population of the state. However, the participation of total scheduled caste children in education declines as the level of education goes up (Figure 7.1). The gross enrolment ratio, at the

Table 7.1.
Literacy Rates of Scheduled Castes in Himachal Pradesh (1991)

State/ All-India	Total SC Population			Rural SC Population			Urban SC Population		
	Persons	Males	Females	Persons	Males	Females	Persons	Males	Females
Himachal Pradesh	53.20	64.98	41.02	52.00	63.95	39.78	70.32	78.87	60.16
India	37.41	49.91	23.76	33.25	45.95	19.46	55.11	66.60	42.29

Source: Computed on the Basis of Census of India, 1991, Union Primary Census Abstract, Scheduled Caste, 1993.

primary level, as per Table 7.3, is, however, higher as compared to the gross enrolment ratios of total children but declined at the upper primary level indicating that a large number of these children discontinue their education after completing the first level, the main reason being the poverty of the family. Other reasons include; inaccessibility to school; social prejudice, lack of parental support to the education etc.

Table 7.2
Enrolment of Scheduled Caste Children (1993)

(In Thousand)

Education Stage	Enrolment		
	Boys	Girls	Total
Primary	99.0 (26.1)	83.7 (25.1)	182.7 (25.6)
Upper Primary	43.2 (19.7)	29.4 (17.1)	72.6 (18.6)
High	18.7 (18.6)	10.3 (16.0)	29.0 (17.6)
Sr. Secondary	4.3 (11.9)	1.4 (7.6)	5.7 (10.5)

Note : Figures in parentheses denote percentage of enrolment of scheduled caste children to the total children enrolled in the state.

Source : Selected Educational Statistics, 1993-94, Ministry of Human Resource Development, Department of Education, Government of India, New Delhi.

Table 7.3
Gross Enrolment Ratios of Scheduled Caste Children (1993)

(In Per cent)

Education Stage	SC Children			All children		
	Boys	Girls	Total	Boys	Girls	Total
Primary	134.59	113.61	124.09	126.8	115.5	119.1
Upper Primary	99.54	68.23	83.95	124.4	97.9	111.2

Source: Ibid.

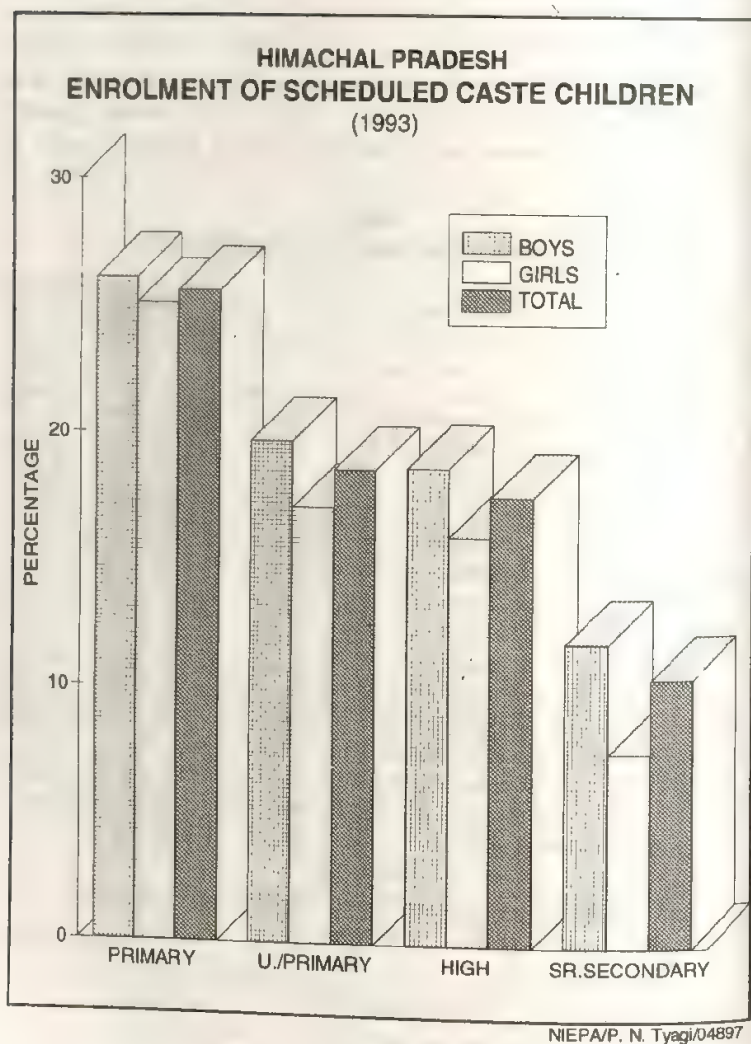


Fig. 7.1

Education of Scheduled Tribes

The tribal population in Himachal Pradesh is concentrated in the districts of Kinnaur, Lahul and Spiti, and Pangi and Bharmour Tehsil of Chamba district. These areas are included in the Vth Schedule of the Constitution. The total tribal area of the state is 23,708 sq.kms. which is (42.58%) of the total area of the state having a total population of 1,33,847 (3.13%). The density of population in tribal area was 6 persons per sq.km. The density of population, however, varies amongst the different pockets in the tribal area which ranges between 2 persons per sq.km. in Lahul and Spiti to 16 persons per sq.km. in Bharmour of Chamba district. The literacy in tribal areas was also lower, that is, 30.73 per cent ranging from 19.58 per cent in Pangi to 36.84 per cent in Kinnaur as shown in the Table 7.4.

Table 7.4
Population, Density and Literacy in Tribal Areas

(1981)

<i>Tribal Area</i>	<i>Area (Sq.Km.)</i>	<i>Population (In Number)</i>	<i>Density (Persons Per Sq.Km)</i>	<i>Literacy (In Per cent)</i>
Kinnaur	6401.0	59547	9	36.84
Lahul & Spiti	13835.0	32100	2	31.35
Pangi	1654.0	12256	7	19.58
Bharmour	1818.3	29944	16	22.50
Total	23708.3	133847	6	30.73

Source: Census of India, 1981.

The literacy rates in respect of scheduled tribe population in Himachal Pradesh are higher than the national average in 1991. These are 47.09 per cent for all persons; 62.74 per cent for males and 31.18 per cent for females as against 29.60 per cent for all persons; 40.65 per cent for males and 18.19 per cent for females at the national level.

There were 8 scheduled tribes in the state in 1991. The total population of scheduled tribes in this year was 2.18 lakh comprising 1.10 lakh males and 1.08 lakh females, thus constituting 4.22 per cent

of the total population of the state and 0.32 per cent of the total population of the country. In view of larger concentration of tribal population in some pockets of the Himachal Pradesh the state government has started a tribal sub-plan from the year 1974-75 for the educational development of tribals.

Table 7.5 indicates the enrolment of scheduled tribe children.

Table 7.5
Enrolment of Scheduled Tribe Children(1993-94)

(In Thousand)

Education Stage	Enrolment		
	Boys	Girls	Total
Primary	16.9 (4.5)	13.0 (3.9)	29.9 (4.2)
Upper Primary	7.6 (3.5)	4.2 (2.5)	11.8 (3.0)
High	3.0 (3.0)	2.0 (3.1)	5.0 (3.0)
Sr. Secondary	1.4 (3.9)	0.4 (2.2)	1.8 (3.3)

Note: Figures in parentheses denote percentage of scheduled tribe enrolment to total enrolment in the state

Source: Selected Educational Statistics, 1993-94, Ministry of Human Resource Development, Department of Education, Government of India, New Delhi.

Scheduled tribe enrolment comprised about 4 per cent of the total children enrolled in the state. This proportion, however, declines as the level of education goes up, as per Table 7.5. Table 7.6 indicates that more efforts are needed to bring all children to school and to realise the goal of universalisation of elementary education.

It has, however, been observed that the population-wise availability of educational institutions in tribal areas is better as compared to the similar facilities available for the general population in the state as a whole.

Table 7.6
Gross Enrolment Ratios of Scheduled Tribe Children

<i>Education Stage</i>	<i>ST Children</i>			<i>All Children</i>		
	<i>Boys</i>	<i>Girls</i>	<i>Total</i>	<i>Boys</i>	<i>Girls</i>	<i>Total</i>
Primary (I-V)	123.25	94.49	108.86	126.8	115.5	119.1
Upper Primary (VI-VIII)	94.05	51.87	73.04	124.4	97.9	111.2

Source: Selected Educational Statistics, 1993-94, Ministry of Human Resource Development, Department of Education, Government of India, New Delhi.

Incentive Schemes

The following incentive schemes are available for the children belonging to scheduled castes and scheduled tribes.

Scholarships for the Girls

The state government has started a scheme of scholarships for the scheduled caste girls studying in classes VI-X, whose parents income does not exceed Rs.6,000/- p.a. The rate of scholarship is Rs.50/- p.m. with an annual grant of Rs.200/- including free of cost uniform, books etc.

Hostels

There are 4 hostels in the state for scheduled caste students where free boarding and lodging is borne by the state government.

Besides, there are 15 hostels for the tribal children wherein free boarding and lodging is made available by the state government.

Welfare Scholarships

Under this scheme the state government provides scholarships to the students belonging to SC/ST, denotified tribes and other backward classes who are studying in schools and whose parents' per-annum income is between Rs.6,000 to Rs.9,000 or less. Following are the rates of scholarships and grants for books to be given under this scheme.

<i>Classes</i>	<i>Scholarship Per Month Per Child (In Rupees)</i>	<i>Book Grant/Writing Material (Per Annum) Per Child (In Rupees)</i>
Primary	8	30
Middle	12	50
High	15	80

Source: Education Department, Himachal Pradesh

Talent Nurture Scheme

From the year 1988-89 a centrally sponsored scheme for the improvement of talent of scheduled castes and scheduled tribe children has been started in Senior Secondary School Sarahan(Sirmaur). Under this scheme the following facilities are provided.

— Textbooks/Writing Material	Rs.500/- per child per annum
— Boarding Expenditure	Rs.300/- per child per month for 10 months
— Pocket money	Rs.15/- per child per month

Source: Education Department, Himachal Pradesh

Post-Matric Scholarships

This scheme was started in 1961-62. In 1969-70, the rate of scholarship ranged between Rs.27/- p.m. to Rs.75/- p.m. Now this scheme has been amended and the rate of scholarship at present ranges between Rs.65 to Rs.280 p.m. provided the income of parents/guardians is as follows.

Rs. 18,000/- p.a.	Full scholarship and full fee reimbursement
Rs. 18,000/- to Rs. 24,000/-	Half scholarship and full fee reimbursement

Source: Education Department, Himachal Pradesh

Lahul and Spiti Pattern Scholarships

The scheme of Lahul and Spiti pattern scholarship was in force prior to the formation of the state in 1966. From 1984-85 onwards this scheme has been extended to all tribal areas in the state. There is no income bar under this scholarship schemes. Following are the rates of scholarships.

(In Rupees Per Month)

<i>Classes</i>	<i>For Day Scholars</i>	<i>For Hostel Scholars</i>	<i>For Private Lodgings</i>
I-V	2	15	5
VI-VIII	4	15	5
IX-X	10	25	5

Source: Education Department, Himachal Pradesh

Scholarships for Tribal Girls (Classes VI-X)

This is a centrally sponsored scheme. The tribal girls studying in classes VI-X are provided a scholarship of Rs. 50/- p.m. with an annual grant of Rs.200/- provided the annual income of their parents/guardians does not exceed Rs.6,000/-.

Free Textbooks

In tribal areas all children are provided with text-books free of cost in classes I-X. This scheme was started from the year 1987-88. This scheme has also been extended to cover scheduled castes and scheduled tribe children studying in classes I-X in all areas of the state.

Families Covered under Integrated Rural Development Programme

The children of families covered under IRDP are identified and given financial assistance. The scheme was started by the state government with effect from 1.4.1991. The following eligibility conditions have been prescribed:

- The financial assistance is available only to those eligible children of IRDP families of the state who are studying in government institutions;

- A candidate who is declared unsuccessful, in the same class second time, is not eligible for this financial assistance; and
- Those who get financial assistance under this scheme shall not be eligible for any other financial assistance/scholarship but they shall be free to take another scholarship on the basis of talent.

The rate of financial assistance to the children of IRDP families are given in Table 7.7.

Table 7.7
Rates of Financial Assistance/Scholarship Under IRDP

<i>Classes</i>	<i>Amount of Financial Assistance/ Scholarship (In Rupees)</i> <i>(Per Annum)</i>	
	<i>Boys</i>	<i>Girls</i>
I-V	150	150
VI-VIII	250	500
IX-X	300	600
XI-XII	800	800
College level		
Day Scholar	1200	1200
Hostel Scholars	2400	2400

Source: Education Department, Himachal Pradesh.

Other Facilities

The central government extends assistance for organising coaching classes for children belonging to scheduled castes studying in classes X and XII with Mathematics, Chemistry and Physics in 11 districts. The coaching centres function for 4 months in a year.

Education of Girls

Himachal Pradesh has advanced its efforts towards the achievement of universal literacy and elementary education for women. As a result, female literacy in the state had reached to the level of 37.72 per cent in 1981 which increased to 52.13 per cent in 1991 as compared to the national average of 29.85 per cent in 1981 and 39.29 per cent in

1991. The female literacy in terms of scheduled caste population, as per Table 7.1, was higher (41.02%) in the state than the national literacy rate of scheduled caste population (23.76%) in 1991. Female literacy rate of scheduled tribe population (31.18%) was also higher in Himachal Pradesh as compared to the female literacy rate of the country as a whole (18.19%) in 1991.

In 1993-94, 3.34 lakh girls were enrolled in classes I-V and 1.72 lakh in classes VI-VIII constituting 46.9 per cent and 44.0 per cent, respectively, to the total enrolment of children in these classes in the state. At high and senior secondary levels, the enrolment of girls was 64 thousand and 18 thousand, constituting 39.0 per cent and 33.7 per cent, respectively, to the total enrolment at this level. Gross enrolment ratios of girls for the age groups of 6-11 and 11-14, classes I-V and VI-VIII were 111.5 per cent and 97.9 per cent, respectively, in 1993-94.

The state government is providing several incentives to the girls as discussed in this chapter.

The majority of the incentive schemes given to all students are also fitted in favour of females in the state.

Education of Disabled

The Department of Welfare in the state has started residential schools for the benefit of disabled children. These residential schools impart both education and training for the disabled children of the State. These schools are:

- School for Deaf and Dumb, Dhalli;
- School for the Blind, Dhalli;
- School for Adult Deaf and Dumb, Bhata Kuffar;
- School for the Handicapped, Dharmsala; and
- School for Speech Impairment Sundernagar (proposed).

The Education Department has also started a scheme of intergrated education. This scheme is available in the following schools for the disabled children.

- Govt. High School, Krishna Nagar;
- Govt. High School, Phagli;
- Govt. Sr. Secondary school, Nahan;
- Govt. Sr. Secondary School, Chamba; and
- Govt. Sr. Secondary school, Dharamsala.

However, it has been observed that in the absence of adequate financial resources the scheme has not achieved the desired results, though, efforts are being made by the teachers to integrate the education of disabled children with the normal children.

Education in Backward Areas

The state government has a well defined criteria in respect of overall development of backward areas and declared 320 out of the total 2597 panchayats in the state as backward panchayats. The district-wise distribution of backward panchayats is shown in Table 7.8.

Table 7.8
District-wise Number of Backward Panchayats

<i>District</i>	<i>Number of Backward Panchayats</i>
Bilaspur	8
Chamba	95
Hamirpur	12
Kangra	14
Mandi	65
Sirmaur	24
Shimla	55
Kullu	38
Una	3
Solan	6
Total	320

Source: Education Department, Himachal Pradesh.

For the educational development of backward areas in Himachal Pradesh, the state government started a separate sub-plan from the year 1984-85. Under this sub-plan, schemes like expansion of educational facilities, qualitative improvement in educational institutions, opening of hostels, free of cost, in the backward areas are being conducted.

Problems and Suggestions

The state provides several incentives and organises various programmes for the educational enhancement of the disadvantaged groups of society, as discussed in preceding pages. The state has,

however, not achieved the desired results so far, for instance, the literacy rates in some of the tribal districts were well below the all-India level in 1991, particularly the position in terms of female literacy is more serious. The dropout rate of scheduled caste and scheduled tribe children is also a cause of concern. They discontinue their education after completing the first stage. The state should therefore initiate more comprehensive steps for providing education among scheduled castes, scheduled tribes and other backward groups. A mechanism should be developed for effective monitoring and evaluation of the incentive schemes and other programmes of educational development.

Chapter 8

Personnel Management

Recruitment and Selection

At the secretariat level, the post of Education Secretary belongs to the IAS cadre. At the directorate level the post of Director of Primary and Adult Education is also filled by an IAS Officer. The recruitment of other educational administrators, such as, Director of Education, joint director, deputy director, district education officer, etc. is done by promotion.

The posts of college principals are filled on the basis of 3:1 ratio, that is, 75 per cent posts are filled by promotion from amongst college lecturers and 25 per cent by direct recruitment by selection through the Himachal Pradesh Public Service Commission. The selection of college lecturers is done through direct recruitment by the Himachal Pradesh Public Service Commission.

Direct recruitment to the post of JBTs is done by the Education Department on the basis of the session of teacher training. The promotion of head teacher, centre head teacher is done on the basis of their seniority subject to the rejection of those found unfit. The classical and vernacular teachers are selected on the basis of direct recruitment—50 per cent by the Himachal Pradesh Public Service Commission and 50 per cent by the Education Department through employment exchanges.

The trained graduate teachers are appointed through direct recruitment, that is, 50 per cent by the Himachal Pradesh Public Service Commission and 50 per cent by the Education Department on the basis of the session of teacher training—out of which 25 per cent of

posts are filled up by promotion from amongst JBT teachers and 25 per cent through the employment exchanges. The posts of lecturers for senior secondary schools are also filled up by selection—50 per cent by HPPSC and 50 per cent by the Education Department from qualified trained graduate teachers from middle and high schools by promotion.

The recruitment of block primary education officers, block education officers, district primary education officers, district education officers and deputy directors (Zone) is done on the basis of cent per cent promotion from amongst teachers at different levels. For example, the recruitment of block primary education officers is done from amongst centre head teachers of primary schools; block education officers from TGTs; district primary education officers, district education officers and deputy directors (zone) from principal of high and senior secondary schools; Assistant Directors and other officers from amongst the school and inspection cadre.

In case of privately managed educational institutions the grant-in-aid rules in the state make it essential that the managing committees of these schools should appoint only those trained teachers who are registered with the employment exchanges and fall in the consideration zone of session of training. A representative of concerned district education officer should invariably be involved in the selection committee and all such selections are to be approved by the concerned DEO. As regards the selection of college lecturers the representative of the Education Department should be involved in the selection process.

Posting and Transfer of Teachers

There is no approved criterion for posting newly selected teachers in the state and any teacher can be posted in schools located anywhere in the district so far as district cadres are concerned. However, efforts are made to appoint teachers at places convenient to them.

The state does not have any separate policy for transfer of teachers but it had issued a common office order relating to the policy governing transfers of Himachal Pradesh Government Employees vide notification No. Karmik(Apptt.II)a(6)/4/77 Part-II dated 12th March, 1979. The transfer policy, inter-alia, includes information in respect of (a) time when transfers can be affected, (b) the minimum stay at one

station, (c) circumstances in which mid-term transfers can be effected, (d) the difficult areas, (e) their notification, (f) stay in difficult areas, (g) who can be transferred to difficult areas, (h) how relieving and joining to the post is to take place in difficult areas, (i) procedures of transfers in respect of couples and unmarried girls. This policy covers all employees of the state government.

Service Conditions of Teachers

Teachers under state government institutions for all practical purposes are treated as government employees and all the benefits including pension are extended to them. They are governed by the standard conditions of service applicable to all. An employee is made quasi-permanent after 3 years of service and then confirmed against the availability of permanent post. The service conditions of the teachers in privately managed schools widely differ and vary in content and character.

Code of Conduct

The code of conduct for teachers prescribes:

(a) No teacher shall:

- knowingly or willfully neglect his duties;
- propagate through his teaching lessons or otherwise communal, caste, regional and sectarian outlook, or incite or allow any student to indulge in such activities;
- discriminate against any student on the grounds of caste, creed, sex, language, place or origin, social and cultural background or any of them;
- indulge in or encourage, any form of malpractice connected with examination or any other school activity;
- make any sustained neglect in correcting class work or home work done by the students;
- while being present in the school, absent himself (except with previous permission of the head of the school) from the class which he is required to attend;
- remain absent from the school without leave or without the previous permission of the head of the school.

- accept any job of a remunerative character from any source other than the school or give private tuition except with permission of the competent authority to any student or other person or engage himself in any business;
- prepare or publish any book or books, commonly known as keys or assist, whether directly or indirectly in their publication;
- engage himself as a selling agent for any publishing firm or trader;
- ask for or accept (except with the previous sanction of the Director, in the case of any aided school or the managing committee in the case of unaided schools) any contribution or otherwise associate himself with the raising of any fund or make any other collection whether in cash or in kind, in pursuance of any object what so ever except subscriptions from the members of any association of teachers;
- enter into any monetary transactions with any students or parents, nor shall he exploit his influence for personal ends; and conduct his personal matters in such a manner that he has to incur a debt beyond his means to repay.
- accept, or permit any member of his family or any other person acting on his behalf to accept any gift from any student(s), parent or any person with whom he has come into contact by virtue of his position in the school.
- practice or incite any student to practice casteism, communalism or untouchability;
- cause or incite any other person to cause any damage to school property;
- be guilty of, or encourage violence or any conduct which involves moral turpitudes;
- behave or encourage or incite any student, teacher or other employee to behave in a rowdy or disorderly manner;
- be guilty of misbehaviour or cruelty towards any parent, guardian, student, teacher or other employees of the school;
- organise or attend any meeting during the school hours except where he is required, or permitted by the head of the school to do so;

b(1) Every teacher shall:

- (i) be punctual in attendance and in prospect of his class work and also for any other work connected with the duties assigned to him by the head of the school;
 - (ii) abide by the rules and regulations of the school and also show due respect to the appointed/constituted authority.
- (2) Nothing contained in sub rule (1) shall be deemed to take away or abridge the right of the teacher:
- (a) to appear at any examination to improve his qualification with the prior approval of the competent authority;
 - (b) to become, or to continue to be, a member of any literary, scientific or professional organisation;
 - (c) to make any representation for the redressal of any grievance, subject to their condition that such representation is not made in any rude or indecorous language;
 - (d) to organise or attend any meeting of social or religious nature outside the school hours, subject to the condition that such meeting is held outside the school premises, with the previous permission of the head of the school.
- (3) The breach of any condition specified in sub rule (1) shall be deemed to be a breach of the code of the conduct.

Redressal of Grievances and Litigation Cases

A high-level committee was constituted under the chairmanship of the Joint Director, Colleges in 1987 to suggest ways and means for redressal of grievances. The members of the committee were: Officer on Special Duty (Colleges), Convenor; Joint Director (+2), Member; Joint Director (Schools), Member; and Administrative Officer; Member Secretary. The committee has fixed a time schedule for hearing the grievances of the employees. Teachers who seek a redressal of their grievances present their cases before the committee. All district education officers also hold meetings of the employees to listen to their grievances and to take up appropriate steps for their redressal.

Notwithstanding this arrangement for redressal of grievances, the number of litigation cases in the state is increasing year after year, as per Table 8.1.

Table 8.1
Litigation Cases in Himachal Pradesh

<i>Years</i>	<i>Number of Litigation Cases</i>
1986	184
1987	176
1988	195
1989	229
1990	340

Source: Directorate of Education, Himachal Pradesh

Performance Appraisal

To appraise the performance of the educational administrators and non-teaching staff annual confidential reports are initiated at different levels. The proforma of ACR for different categories of employees is different. Educational administrators are also given an opportunity for self assessment during the year under reporting. In case of teaching staff the results of students of their classes are given due weightage in assessing performance while the administrators' performance is judged on the basis of targets fixed and achievements made.

Pre-Service and In-Service Teacher Training

As regard teachers the policy of the government is not to recruit untrained teachers. However, at present there are DIETs, 6 Basic Training Schools, one B.Ed College and 6 continuation centres. SCERT also provides pre-service and in-service training to teachers. The programme of in-service orientation courses should be expanded so that all teachers are benefitted by attending such courses on regular basis.

The JBT/C&V teachers who have done B.A.B.Ed/B.Sc.B.Ed/ are considered for appointment to the post of trained graduate teachers to the extent of 25 per cent of the total vacancies. Similarly, 50 per cent of the posts of school lecturers cadre are given to the trained graduate teachers who have done postgraduation.

Problems and Suggestions

The common transfer rules for teachers and other government employees in the state have been a subject of criticism. It has been observed that many a time teachers/administrative staff when transferred to remote/difficult areas do not join their new places of posting and try to exert outside pulls and pressures. It creates problems of surplus staff at certain places and shortage of staff at other places. There is a need for an equitable system under which all employees are in their turn, posted in difficult stations as well as attractive stations. Some of the main points which should be kept in view at the time of posting and transfers of teachers are:

- Transfer should be made strictly in the month of April every year or before the start of the academic session;
- The transfer of couple teachers (husband and wife) should, as far as possible, be made at one station or in nearby schools;
- Disabled teaching/non-teaching personnel should be posted to schools located close to the road;
- Teachers showing good performance and providing good results in Board examinations for three consecutive years must be given preference for transfer to the places of their choice; and
- In order to boost up morale and infuse discipline the recommendation of the head of the institution should be given due weightage in transferring officials to difficult areas.
- In the interest of the work, the teachers, as far as possible should be posted away from their home villages and their stay at their places of posting may be made compulsory.

Chapter 9

Financial Management

Budget System

The budgetary provisions are classified as plan and non-plan according to the nature of activities/programmes. The five-year plan contains schemes of development; for example expansion of educational facilities; development of infrastructural facilities in educational institutions, introduction of incentive schemes, teachers' refresher courses or the like. The allocations made for meeting the expenditure on such schemes constitute the plan budget. All other items of expenditure particularly the funds needed to maintain the level of development reached in the earlier plans constitute the non-plan budget.

The system of budget formulation by the Education Department in the state comprises different stages. The budget proposals for primary schools are prepared at the block level by block primary education officers who act as drawing and disbursing officers for primary schools. In the case of middle schools, the budget proposals are primarily prepared by the head of the school complexes. In a school complex, 5 to 6 middle schools are attached with a high/senior secondary school. The head of the centre high/senior secondary school acts as a head of the complex schools. The district education officers and deputy directors (Zones) are responsible for preparing the budget in terms of high schools and senior secondary schools, respectively, in addition to the preparation of a budget for their own offices. All the drawing and disbursing officers in the field annually prepare their budget proposals in the prescribed proformae and submit the same to the Directorate of Education for further processing.

At the directorate level the non-plan budget is processed by the B&A branch and the plan budget by the P&D branch. The plan budget proposals after consolidation are discussed keeping in view the resources likely to be made available by the state government. The budget estimates are further submitted to the Administrative Secretary who convenes a meeting of the concerned heads of the departments for item-wise discussion on the plan budget. After the finalisation of the budget proposals these are submitted to the Finance Department through the Secretary, Administrative Department. The consolidated and final budget proposals are then sent for the approval of Finance Minister who presents these estimates before the legislature for the final approval. After the approval of the budget by the legislature the budget allocations are conveyed to the concerned departments.

System of Grant-in-aid

The state government has framed rules to govern grants-in-aid to privately managed educational institutions in the state. These rules have been discussed in Chapter-VI.

The revised pattern of grant-in-aid is given in Table 9.1.

Table 9.1
Rates of Grant-in-Aid

<i>(In Rupees)</i>		
<i>Type of School</i>	<i>Number of Students Per Schools</i>	<i>Per Annum Amount</i>
Senior Secondary Schools		
Arts School only	Upto 100	40,000
	101-200	45,000
	200 and above	47,500
Arts and Science (Physics and Chemistry)	Upto 100	50,000
	101-200	55,000
	201 and above	57,500

Contd.

Contd. Table 9.1

<i>Type of School</i>	<i>Number of Students Per Schools</i>	<i>Per Annum Amount</i>
Arts and Science (Phy. Chem. and Biology)	upto 100	55,000
	101-200	60,000
	201 and above	62,500
IX-X Classes	Upto 100	20,000
	101-200	25,000
	201 and above	27,500
VI-VIII Classes	Upto 200	18,500
	201-500	20,500
	500 and above	25,000
Primary Classes		
Tribal Areas	25 students	8,000
Other Rural Areas	50 students	8,000

Source: Education Department, Himachal Pradesh.

Disbursement of Salaries

The disbursement of salaries to teachers is done through the state and district treasuries. The salary bills of all teaching and non-teaching staff are prepared monthly in the prescribed proforma and presented to the concerned treasury for approval. Thereafter the bills are sent to the bank where payments are made. These bills are finally transmitted to the Accountant General, Himachal Pradesh for accounting purposes. Privately managed aided schools disburse salaries monthly in cash. As regards unaided privately managed institutions their entire resources come from fees and donations. They also make payment in cash to the teachers.

Sources of Educational Finance

Apart from the government grant for teachers' salaries, recurring income includes students tuition fee and other charges. Non-recurring income includes government grants for building and equipment.

In schools managed by the state government no tuition-fee is charged from the children upto class X. For classes XI & XII tuition fee @ Rs. 10/- per month per student is charged only from boys. Further no cess has been levied by the state government. However, there are certain funds charged from each student which are shown in Table 9.2.

Table 9.2
Funds Charged from the Students (Per Child Per Month)

<i>Type of School</i>	<i>Name of Fund</i>	<i>Rate of the Fund (In Rupees)</i>
High School (Classes IX-X)	— Red Cross Fund	@ 0.50
	— Amalgamated fund (Union Fund)	@ 1.20
	— Science Fund	@ 0.50
	— Building fund	@ 2.00
Sr. Secondary School (Classes XI-XII)	— Union Fund (Amalgamated Fund)	@ 5.00
	(Health Fund)	@ 0.50
	— Science Fund (Medical Group)	@ 9.00
	(Non-Medical Group)	@ 6.00

Source: Education Department, Himachal Pradesh.

With the introduction of the School Development Fund, the Red Cross Fund earlier being charged in primary classes has been abolished and no other fund is being charged from the students in primary classes.

The school development fund is also charged from the students as per the following rates:

I-V	Rs. 1/-	Per month per child
VI-VIII	Rs. 3/-	Per month per child
IX-X	Rs. 4/-	"
XI-XII	Rs. 6/-	"

Expenditure Pattern

Expenditure is also classified into recurring and non-recurring. The expenditure incurred on teachers and non-teaching staff salaries, teaching-learning materials, scholarships, stipends and other incentives like uniforms falls under recurring expenditure.

The field study of 68 sampled schools shows that 89.62 per cent of the expenditure is incurred on the salaries of the teaching staff followed by 9 per cent on the non-teaching staff. The expenditure on other items is only 1.38 per cent.

In privately managed aided/unaided schools, as the study reveals, the pattern of expenditure shows that 75.19 per cent goes to meet the salaries of the teaching staff while only 0.53 per cent is incurred on the salaries of the non-teaching staff. The remaining 24.28 per cent is utilised towards other items like educational aids/scholarships/hostels etc. Therefore, only about 75 per cent of the resources are used for meeting salaries while 25 per cent resources are utilised towards other educational programmes.

Per-Pupil Recurring Expenditure

Table 9.3 shows the per-pupil expenditure in the state as compared to the country as a whole.

Table 9.3
Per-Pupil Recurring Expenditure

Type of School	(At Current Prices)		(In Rupees)	
	1973-74		1978-88	
	Himachal Pradesh	All India	Himachal Pradesh	All India
Primary	156.4	72.3	489.5	339.7
Middle	234.6	110.6	1122.0	429.7
High/Sr.	258.2	213.6	964.2	771.5
Secondary				

Source: Indicators of Educational Development, NIEPA, New Delhi.

It is seen that the per-pupil expenditure incurred on education has increased more than three times from 1973-74 to 1987-88 in terms of all schools. It may also be observed that per-pupil recurring expenditure at current prices was higher in the state as compared to the national level in 1973-74 and 1987-88.

Per-capita expenditure on education at current prices is also higher in the state as compared to the national level. It was Rs.50.11 in 1973-74, which increased about two fold to reach Rs.91.43 in 1983-84. At the national level it was Rs.27.00 and Rs.78.97, respectively, during the same period. Percentage of recurring expenditure to total expenditure incurred on education in the state increased from 87.97 to 95.80. The state of Himachal Pradesh, as such is spending more resources as compared to the national average, mainly in terms of (a) per-pupil expenditure; and (b) per-capita expenditure.

Chapter 10

Information Management

Statistical Machinery

There is a statistical unit in the Education Department which is headed by a Deputy Director with supporting staff including six statistical assistants. The unit caters to the needs of both the directorates—the Directorate of Primary and Adult Education and the Directorate of Education.

At the district level, there is a post of statistical assistant, one each in nine districts (out of 12 districts of the state). There is, however, no separate staff at the block and zonal levels for collection, compilation and analysis of data/information and to conduct evaluative studies in education.

Information System

The Director of Education has the overall responsibility for the collection of information in the state. Information from primary and upper primary school is collected by block primary education officers and block education officers, respectively, through the centre head teachers of primary schools and headmasters of upper primary schools. The principals of high schools and senior secondary schools send information and data directly to the district education officer and Deputy Director (zone), respectively. After the consolidation of the data through NIC computers particularly at the district and zonal levels, the same is sent to the Directorate of Education for its analysis, publication, dissemination etc.

The information is collected in respect of: educational statistics for educational surveys; establishment, returns for purpose of postings, appointments; teaching/non-teaching staff; 20-Point Programme; plan statistics; evaluative sample studies; periodical census surveys; returns of retirees/pensioners, quarterly and half yearly; annual preparation of budget—plan/non-plan; actual expenditure; returns of schools/colleges under private management for the release of grant-in-aid annually.

The main items on which information is collected are:

- Class-wise/sex-wise enrolment of all children including scheduled caste and scheduled tribe; and class-wise number of repeaters;
- School-wise and sex-wise trained/untrained number of teachers, belonging to scheduled castes and scheduled tribes;
- Hostel facilities, that is, number of attached hostels, intake capacities and number of boarders residing in them; and
- Quarterly monitoring of the 20-point programme upto classes VIII, measuring achievement and transmitting the same to the state government and the Central Government.

Use of Computers

The Education Department has established a Computer Cell to process different kinds of information. Besides, the statistical wing of the directorate has also been equipped with a computer to process educational statistics for dissemination at different levels and to submit selected information to the Government of India.

Statistical Publications

The state government has published several statistical documents. It also publishes annually a hand book of educational statistics. Table 10.1 shows different publications of the state.

Table 10.1
Publications Issued by Education Department

<i>Name of Publication</i>	<i>Frequency/Periodicity</i>
— Directory of Educational Institutions Vol. 1, Vol. 11 (1973-74)	1973
— Hand-book of Educational Statistics	"
— First Survey on Educational Administration	1975
— Second Survey of Educational Administration	1991
— H.P. Educational Survey	1978
— H.P. Educational survey	1986
— Sixth All India Educational Survey	1993
— Education in H.P. at a glance	1986

Source: Education Department, Himachal Pradesh

Problems and Suggestions

The state does not have any statistical machinery at the zonal, and block levels. The existing staff for educational administration at the field level which is responsible for collection, consolidation and transmitting information and data to the directorate level has hardly any skill in information management. Consequently, a time-lag of 2 to 3 years occurs right from the collection of information at the institutional level to its publication at the state level. This calls for the urgent attention of the state government to strengthen the existing administration machinery at the directorate, zonal, district and block levels dealing with statistical information. Training programmes of short duration need to be organised periodically at the state, divisional and district levels. The provision for a computerised information system particularly at the zonal and district levels should be made which would help the educational planners, particularly at zonal and district levels in monitoring the inputs and outputs during the programme implementation phase and generate data on key indicators to assess the health of school education in the districts.

Chapter 11

Educational Planning

Organisational Arrangements

At the secretariat level, educational planning work is looked after by the Education Secretary with the help of one Special Secretary, one Joint Secretary and one Deputy Secretary. At the Directorate level, the Planning Branch and the Development Branch are responsible for the formulation and implementation of educational plans. At the zonal, district and block levels, there is no separate set-up for this purpose but planning work is entrusted to the existing machinery for educational administration at these levels.

Plan Formulation

The plan proposals from district, block and zonal levels are received and consolidated by the planning branch of the directorate. At the directorate level the plans are discussed with the district education officers and the principals of government colleges in annual meetings. The demands of unions/associations of the teaching and non-teaching staff are also taken into account and consolidated. After the proposals are thus finalised these are quantified in financial terms. The Chief Minister of the state convenes the meeting of the members of the legislative assembly to ascertain their views about the new educational programmes/schemes. In view of this the proposals are further revised and sent to the State Planning Board for the allocation of financial resources. The plans are then submitted to the Planning Commission, Government of India, for finalisation. The new programmes viz-a-viz resources in the annual plan are placed before the state assembly for

approval. The sanctioned amount of the plan/scheme is released by the Education Department to the concerned officers at district, block and zonal levels.

Expansion and Rationalisation of Educational Facilities

The expansion and rationalisation of educational facilities in the state is mainly done on the basis of educational surveys conducted from time to time. Besides, the exercise of school mapping is also followed for providing facilities to the unserved areas. The existing facilities which have become superfluous over the years are also recommended to be closed down or shifted to places where these are needed most.

Norms for Opening and Upgrading of Institutions

The norms for providing different types of educational institutions in the state are shown in Table 11.1. A primary school is generally provided if the population of a village or hamlet is more than 300 and 200 in case of tribal/backward area. An upper primary school is started where the population is more than 500 and a high/senior secondary school is established for a population of more than 2000 persons.

Table 11.1
Norms For Establishing Educational Institutions

<i>Type of School</i>	<i>Population</i>		<i>Distance Norms</i>
Primary	300	(200 for Hilly and tribal/backward areas)	1.5 Km. Hilly 2-3 Kms. Plains
Upper Primary	500	(15 children to be in the terminal class of the primary schools in the area)	3 Kms. Hilly 5 Kms. Plains
Secondary/ Sr. Secondary	2000		8 Km.

Source: Education Department, Himachal Pradesh.

Table 11.2 indicates the norms for creating new sections in the middle and high schools which is based on the size of enrolment of children in a school.

Table 11.2
Norms for Creation of New Sections in
Middle and High Schools

<i>Number of Students</i>	<i>Number of Sections</i>
Upto 60	1
61-120	2
121-180	3
181-206	4
207-247	5
248-288	6
289-329	7
330-370	8
371-411	9
412-452	10

Source: Education Department, Himachal Pradesh.

The rationalisation of the teaching staff is done on the basis of the work load in a school. A teacher in middle and high school classes is required to teach 36 periods a week while a lecturer in +1 and +2 classes is supposed to teach 28 periods a week. In primary classes the norm for providing teaching staff is slightly different where the strength of students and the number of classes determine the number of teachers required whereas in upper primary and secondary classes subject teaching is the main consideration.

The provision of 6 teachers (2 trained graduates, 1 physical training instructor, 1 drawing master, 1 oriental teacher, and 1 licentiate teacher) for new double section middle school is made both on the basis of the workload and subject teaching. These teaching posts are initially provided irrespective of enrolment. This being the minimum staff which is sanctioned when a middle school is established initially.

Similarly, when a middle school is upgraded to a high standard the teaching posts—one headmaster, two trained graduate teachers—one for arts and another for Science and one craft teacher are provided.

The distribution of science teachers would be that one science teacher should belong to the medical group and the other to non-medical group. Initially, one trained graduate teacher from medical

group should be appointed/posted in a middle school and subsequently the other from the non-medical group should be provided when it is upgraded to a high school.

The provision of other facilities pertains to the school campus, that is, a play-ground, an adequate number of classrooms, labs and workshop, worksheds etc. which are determined on the basis of the strength of students in a particular school. If the school is located in a thickly populated area and has a large number of students on its rolls, the number of classrooms required shall be according to the number of sections but if the number of students is not very large and the school is a single section school, such a high school shall need atleast 5 classrooms, one subject room, lab facility, one library, one head's room, one office room, one staff room apart from separate toilets for boys and girls, one store room etc.

Norms for Providing Teachers in Primary Schools

The existing norms for providing teachers in primary schools, are shown in Table 11.3.

Table 11.3
Norms for Providing Teachers in Primary Schools

Enrolment Slab	Number of Teachers	Teacher-Pupil Ratio	
		Minimum	Maximum
1-19	1	—	—
20 *	1	—	—
20**	2	—	—
21-99	2	11	50
100-139	3	33	46
140-179	4	35	45
180-219	5	36	43
220-259	6	37	43
260-299	7	37	42
300-339	8	38	42
340-379	9	38	42
380-419	10	38	42
420-459	11	38	42

Contd.

Contd. Table 11.3

Enrolment Slab	Number of Teachers	Teacher-Pupil Ratio	
		Minimum	Maximum
460-499	12	38	41
500-539	13	38	41
540-579	14	39	41
580-619	15	39	41
620-659	16	39	41
660-699	17	39	41
700-739	18	39	41
740-779	19	39	41
780-819	20	39	41
820-859	21	39	41
860-899	22	39	41
900-939	23	39	41
940-979	24	39	41
980-1019	25	39	41

* With three classes

** With Five classes

Source: Education Department, Himachal Pradesh

Case Study

A case study entitled "Planning and Management of Educational Facilities" was conducted in the state as a part of the Survey of Educational Administration. The study reveals that to start new institutions or upgrade existing ones Himachal Pradesh follows the provisions made by Educational Surveys conducted in the state by NCERT over a period of time. These educational surveys identify habitations where the number of new institutions to be started on the basis of certain norms related to population, distance from the nearest habitation, location of existing schools, facilities locally available; recommendations of the Zilla Parishad, public demand or need of the area and availability of funds etc. The data of the total number of schools opened from 1978-79 to 1992-93 show that only 394 (22.6%) primary schools, 240 (43.9%) middle schools, and 193 (40.1%) high schools were opened in the habitations identified by the educational

surveys out of 1,747 primary schools, 547 middle schools and 481 high schools, opened in the state during this period. It reflects that considerations other than the established norms and provisions made for the opening of new schools, were followed which have further accentuated disparities in providing educational facilities to the distant and remote areas of the state. This requires the urgent attention of the state government so that more equitable provision of educational facilities is to be made to achieve the goal of universalisation of elementary education.

Centrally Sponsored Schemes

The important centrally sponsored schemes in the state are given in Table 11.4.

Table 11.4
Centrally Sponsored Schemes

<i>Name of the Scheme</i>	<i>Centre's Share (In Per cent)</i>
— Operation Blackboard	100
— Improvement of Science Education	100
— Vocational Education	75
— Nurturing Talented SC/ST Children	100
— Special Coaching for SC/ST and Other Backward Classes	100
— English Language Teaching	100
— DIETs	100
— Navodaya Vidyalaya	100

Source: Education Department, Himachal Pradesh.

Table 11.5 shows that during the Eighth Five-Year Plan, the state government has given priority to elementary education as about 40 per cent of the total outlay for general education has been allocated to it.

Table 11.5
Approved Outlays in Eighth Five-Year Plan (1992-97)

(Rs in Crores)

<i>Sl.</i>	<i>Category</i>	<i>Amount</i>
1.	Elementary Education	98.90
2.	Adult Education	1.77
3.	General Education	230.00
4.	Technical Education	42.00

Source: Annual Report, 1994-95, Ministry of Human Resource Development, Department of Education, Government of India, New Delhi.

Problems and Suggestions

The state of Himachal Pradesh—as far as planning for educational facilities in remote and rural areas is concerned—follows an established system developed through educational surveys and techniques of school mapping. The state has also started area specific plans, namely, the Tribal Sub-Plan, Scheduled Castes Area Sub-Plan and the Backward Area Sub-Plan. Since desired achievements have not been made by these schemes so far, there is an urgent need to start educational planning at block and local levels, that is, the decentralization of the planning process. This would help in formulating programmes for the educational development of remote, rural, and sparsely populated areas. The members of zilla parishads, panchayat samitis, district block and village level education committees and non-government agencies should also be involved in the planning process.

An effort is being made by the state government in this direction by starting an area specific programme, that is, the District Primary Education Programme (DPEP) in the four districts of the state, namely, Chamba, Kullu, Lahul and Spiti and Sirmaur. Some other areas also need to be covered under this programme to achieve the target of UEE. Training and orientation in necessary techniques of educational planning should also be provided to the existing educational personnel at the block, district and zonal levels.

Chapter 12

Inspection and Supervision

Inspection and supervision play a vital role in improving the quality of education. While supervision is a continuous process, inspection takes place periodically. Supervision is defined as efforts of designated school officials to provide leadership to teachers and other educational workers for the improvement of instruction. It involves: (a) the stimulation of the professional growth and development of teachers; (b) the improvement of selection and revision of educational objectives; (c) the improvement of materials of instruction and methods of teaching; and (d) evaluation of instruction.

Functions of Inspecting Officers

The main functions of inspecting officers as prescribe by the Himachal Pradesh Education Code, 1985 are :

- to provide academic guidance to the teachers and help the institutions in the promotion of quality education;
- to provide suggestions for the improvement of teaching, class-work, home-work and its correction, instead of fault finding with teachers and their work; and
- to help the institution in the organisation of co-curricular programmes in a manner which is conducive to the all round development of the students.

For this purpose, an inspecting officer should:

- formulate a clear plan of supervising the subject and classes of each teacher;

- focus his attention on the teaching-learning situation and not only on the teacher as a person;
- emphasise upon the professional growth of teachers; - provide the teachers with requisite freedom to try out new experiments, methods and innovations in the process of teaching; and
- help the teachers to understand the role of the school and the objectives to be achieved through the teaching-learning process in the school.

Norms of Inspection

The state does not have any norm for fixing a number of schools to be inspected by an inspecting officer in an academic session. The inspection of primary schools is done by block primary education officers in their respective blocks. He or she is required to inspect each and every primary school in his or her block once a year. The district primary education officer also conducts surprise visits to primary schools. There are 69 block education officers who help the District Education Officer in the inspection and supervision work in upper primary schools. The district education officer is required to inspect each and every high school within the jurisdiction of his or her district once in a year. The inspection of senior secondary schools is done by the deputy directors of zones. The state government has also constituted a flying squad which conducts surprise inspections of educational institutions, and checks the attendance of teachers.

Four copies of the inspection report are prepared, of which two copies are sent to the concerned school for further action, if any. As far as the coverage of the inspection and supervision of schools is concerned, it has been reported by the block primary education officers during the survey that only about 50 per cent of the primary schools allotted to them for inspection were covered due to their pre-occupation with other work at the block office, for example, the work related to disbursement of salaries and other administrative work. The study, however, indicates that almost all the primary schools under sample except some non-government primary schools, were duly inspected. The duration of inspection varies from two hours to a day. But none of the inspections extended to more than a day.

Frequency of Inspection

The frequency of inspection and supervision in different types of schools is shown in Table 12.1. It is seen that the majority of the schools, that is, 62 per cent primary, 77 per cent upper primary and 45 per cent high schools were inspected once a year, 52 per cent senior secondary schools twice a year, and there was no inspection, particularly in 45 per cent high schools taken in the sample for the study. More than two inspections were conducted only in 7 per cent primary, 5 per cent high and 16 per cent senior secondary schools.

Table 12.1
Frequency of Inspection and Supervision

<i>Frequency</i>	<i>Type of School</i>			
	<i>Primary</i>	<i>Upper Primary</i>	<i>High</i>	<i>Senior Secondary</i>
-No Inspection	1 (3)	2 (15)	9 (45)	3 (16)
-One Inspection	18 (62)	10 (77)	9 (45)	3 (16)
-Two Inspection	8 (28)	1 (8)	1 (5)	10 (52)
-More than two Inspection	2 (7)	—	1 (5)	3 (16)
Total	29 (100)	13 (100)	20 (100)	19 (100)

Note: Figures in parentheses denote percentages to total

Source: Field Study

Some of the most common objectives for which inspections were conducted in primary schools—as reported by the block primary education officers' of the Solan district—included: checking of funds; improvement of the standard of primary education; attendance of teachers/students; stock entries; coverage of syllabus by teachers; leave record; teaching work; smooth conduct of class V examination and the working of parent-teacher associations.

Subject Supervision

Subject supervision is done by a panel of inspecting officers comprising subject specialists/experts in individual subjects. There is a Science supervisor in each district in the state who helps the district education officers in conducting the annual inspection in Science subjects.

Role of School Complexes

There are two types of school complexes existing in the state. At the primary level, there are central schools under which 5 to 6 primary schools function in an integrated manner. At the upper primary level a couple of upper primary schools are placed under a nearby high or senior secondary school. The system of school complexes helps in the sharing of academic and other facilities developed in the school complex. It has, however, been found during the study that the coordination work of school complexes is generally confined to the exercise of the administrative powers, disbursement of salaries etc.

The separation of the Directorate of Primary Education from the Directorate of Education has adversely affected the functioning of the system of the school complexes as both the directorates have not yet evolved an effective coordination in this respect.

Activity Profile of Education Officers

The activity profile of the block, district and zonal level officers is shown in Table 12.2.

It is seen that the majority of the time of inspecting officers is spent on office work. The district education officers devote more time on office work, receiving visitors and travelling, as compared to other inspecting officers. They also spend less time on visits and inspections and disbursement of salaries etc.

Table 12.3 shows a comparison of time spent by the district education officers on different activities during the First and Second survey.

It is indicated that, on an average, less time has been spent during the Second Survey by district education officers on office work, visits and inspection of schools, travelling, and receiving visitors, as compared to the time spent on these activities during the First Survey. It is also seen that more time has been spent on other activities which include work related to grant-in-aid, redressal of grievances, textbooks distribution, as well as conducting Board examinations. Figure 12.1 also presents a comparative picture of time spent on various activities by district education officer.

Table 12.2
Activity Profile of Area Level Officers

(Per cent)

Activity	Time Spent by		
	Block Primary Education Officer	District Education Officer	Deputy Directors (Zones)
— Visits and Inspections	25	12	22
— Travelling	5	6	8
— Receiving Visitors	7	8	7
— Meeting with Representatives of Associations/Unions	5	5	7
— Attending Meetings/ Conferences etc.	6	4	6
— Office Work	42	55	38
— Redressal of Grievances			
— Textbook Distribution	2	1	4
— Disbursement of Salaries	4	1	5
— Conducting Board and Other Exams	4	6	1
— Grant-in-aid	—	1	1
— Any Other	—	1	1
Total	100	100	100

Source: Field Study.

Table 12.3
Activity Profile of District Education Officers

Activity	Percentage of Time Spent in		
	First Survey	Second Survey	Difference
— Visits and Inspections	24.6	12	- 12.6
— Travelling	10.2	6	- 4.2
— Receiving Visitors	11.3	8	- 3.3
— Attending Meetings/ Conferences	7.6	9	+ 1.4
— Office Work	39.8	55	- 15.2
— Any Other Activity	6.5	10	+ 3.5
All Activities	100.0	100	

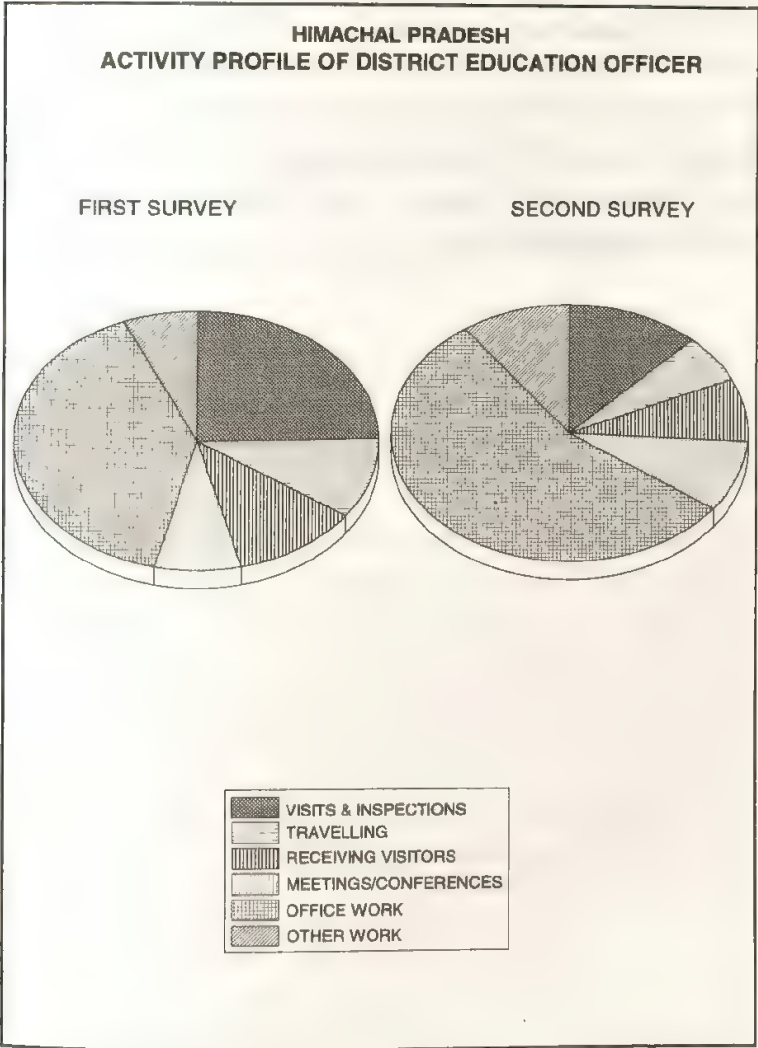
Note: Any other activity includes time spent on grant-in-aid, redressal of grievances, textbooks distribution and conducting Board and other examinations.

Source: Field Study

Problems and Suggestions

It has been found that the block primary education officers are at present under staffed and over-burdened as the number of primary schools has increased over the years in each block. On an average a block primary education officer looks after 70 schools which is quite un-manageable due to other jobs entrusted to these officers. To make the inspection and supervision process more effective, it is suggested that the number of schools per primary block education officer should be 50. This would need the provision of 24 additional primary blocks to be established to carry out effectively the administrative, supervisory and inspectorial functions of block primary education officers and to make primary block co-termines with CD blocks.

The block education officers for upper primary schools have no independent offices of their own. A suitable provision should be made for the purpose. These functionaries are also required to be provided with more training and orientation in terms of organising educational activities at block level.



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Fig. 12.1

It has also been observed that there is no prescribed proforma for the conduct of annual inspections of schools. Different officers conducting inspections use different proformae. In view of the effective inspection and supervision it would be appropriate if a common questionnaire is developed and circulated to all educational institutions in advance. The questionnaire should also take care of proper distribution of different aspects of inspections including syllabus and time, teaching-learning processes and expectations of the child educational requirements etc.

Chapter 13

Academic Support System

The task of bringing about a qualitative improvement in education is entrusted to the main academic support bodies in the state including the State Council of Educational Research and Training and the District Institutes of Education and Training.

At the initial stage a Government College of Education was set up in 1957 at Solan to conduct courses in multifarious activities such as: B.Ed.; Oriental Training; Certificate in Physical Education; Home Science; English Language Teaching; and Teaching of Hindi/Sanskrit/Urdu and other languages. The college was converted into the State Institute of Education (SIE) in 1973. This conversion was necessitated as there was a surplus staff of trained teachers of all the aforesaid categories who could not be given jobs, therefore, all the training programmes had to be suspended. The bulk of the existing teaching staff of the college was shifted to the Government Degree Colleges and the Government College of Education, Dharamshala. The basic infrastructure as well as a skeleton staff was retained in the State Institute of Education.

The main objective of the State Institute of Education was to organise in-service training of teachers; educational research; and the programmes related to curriculum development.

The State Council of Educational Research and Training

As a consequence of the recommendations of the Kothari Commission Report, the SIE was rechristened as the State Council of Educational Research and Training. Its objectives are:

- improvement in supervision and administration of educational institutions;
- improvement in the teaching-learning techniques through in-service training programmes for teachers;
- development of curriculum, teaching methods and aids;
- conducting research and evaluation in the field of education;
- implementation of adult education programmes; and
- to bring out journals and books in the field of education.

For conducting its research and training programmes, SCERT has the following units:

1. State Audio-Visual Unit;
2. State Evaluation Office; and
3. English Language Training Centre.

Some of the main activities of SCERT are:

Special Training Programme for Primary Teachers

Under this scheme special training programmes are organised for primary teachers at different places. In 1995-96 a target was fixed by the Education Department to train 5,000 primary teachers by organising 100 training camps.

National Talent Search Examination

The National Talent Search Examination conducted by NCERT, New Delhi is organised by SCERT at state level in Himachal Pradesh. In 1994-95 out of 33 students selected at the state level, 21 students were selected for award of scholarship at the national level.

Population Education Cell

The Population Education Cell sponsored by MHRD, Government of India is located at SCERT. The council has taken various steps for effectively organising the programmes related to population education. It has prepared reading material including books on population education for teachers etc.

Environmental Education Cell

This cell is also sponsored by MHRD, Government of India. The main activities conducted by the Environment Cell in 1995 comprised:

organisation of seminars for teachers; preparation of video films; organisation of exhibition; debate and other programmes on the occasion of the celebration of the environmental day.

The District Institute of Education and Training

The state government has established 7 District Institutes of Education and Training, four among them are: Syamlaghat (Shimla); Dharmashala (Kangra); Jukhala (Bilaspur); and Chowari (Chamba). The proposal for establishing DIETs in the remaining districts in the state has also been sanctioned. The infrastructural facilities like acquisition of land, construction of building, development of campus etc. has been completed in these DIETs. The state government has provided the following posts in the budget for a DIET.

Table 13.1
Number of Posts in a DIET

<i>Category</i>	<i>Pay Scale</i>	<i>No. of Posts</i>
— Principal	3000-4500	1
— Vice-Principal	2000-3500	1
— Senior Lecturer	2000-3500	6
— Lecturers	1800-3200	13
— Teachers	1500-2640	5
— Steno/Acctt.	950-1800+50	2
— Clerks/Lab. Asstt.	950-18000	10
— Category-D Employee	750-1350	5
Total		43

Source: Education Department, Himachal Pradesh

Textbooks Preparation and Printing

The state government has adopted the CBSE syllabus and NCERT textbooks for all classes upto XII. The Himachal Pradesh Board of School Education is responsible for procurement and supply of textbooks in schools. The Board resorts to outright purchase of textbooks from NCERT for supply in schools. In the tribal area schools, the state government provides textbooks free of charges to all

children upto class X, as also to all tribal children upto class X outside the tribal area.

However, the adoption of NCERT textbooks for classes I-XII by the Himachal Pradesh Board of School Education has been a matter of criticism. It has been reported during the survey that the children of the rural areas of the state face difficulties in learning and understanding NCERT textbooks as these textbooks do not contain materials directly related to their local environment and culture. It has adversely affected the achievement level of the children in the rural areas of the state as NCERT has developed standard textbooks keeping in view the diverse culture and regions of the country. The State of Himachal Pradesh being a mountainous region, 97 per cent of its population resides in rural areas. Several districts of the state are dominated by scheduled caste and scheduled tribe population. People also live in sparsely populated and other backward areas. It is, therefore, suggested that the textbooks at least for classes I-VIII should be developed and prepared by SCERT keeping in view the local needs of the children. For this purpose the council should be suitably strengthened in terms of physical infrastructure, academic staff, and financial resources.

System of Pupil Evaluation

At the primary level, there is no external examination being conducted in the state. The evaluation of students in all primary classes is done internally through teacher-made tests. However, at class V, there is a departmental examination for which district-wise questions are set by the district primary education officers and children of class V are evaluated accordingly. Even privately managed schools are permitted to send their children to take these tests and, if, declared successful they are allowed admission in class VI of any recognised schools. For classes X and XII, uniform papers are set for the state as a whole. The examinations are conducted by Himachal Pradesh Board of School Education.

Problems and Suggestions

The main problems are:

- the SCERT has so far not been provided with its own building complex, there is a lack of accommodation for academic pursuits, hostel facilities, etc.
- lack of trained teaching staff;
- frequent transfers of academic staff;
- the shifting of about two-thirds of the teaching staff, along with their posts from SCERT to various colleges in the state.
- poor attendance of teachers in in-service teachers seminars/workshops/orientation programmes;

In view of this, the following suggestions have been made:

- a restructuring of SCERT should be done on the pattern of Punjab and Haryana SCERTs;
- SCERT should have its own building complex to accommodate administrative and academic wings, seminar rooms, conference hall, hostel for the trainees and guest-house for experts/resource persons invited from outside;
- participation of in-service teachers in seminars/conferences/workshops/orientation programmes be made obligatory for teachers and educational administrators;
- the state government should provide adequate funds for SCERT and after the period of centrally sponsored schemes is over, the state government should subsidise various activities from its own resources; and
- an appraisal of SCERT should be done by the state government from time to time.

Chapter 14

Institutional Planning and Management

This chapter is based on a survey conducted in 68 sample schools from primary to senior secondary selected from 2 blocks of Solan district of Himachal Pradesh, as per details given in Chapter-I. It covers the profile of heads of institutions as well as various aspects of institutional planning and management in the state.

Heads of Schools: General Profile

Table 14.1 shows sex-wise and caste-wise number of heads in different types of schools.

Table 14.1
Heads of Schools According to Sex and Category

Category	Type of School				
	Primary	Upper Primary	High	Senior Secondary	All Schools
Male	16(55)	7(54)	11(58)	5(83)	39(58)
Female	13(45)	6(46)	8(42)	1(17)	28(42)
Total	29(100)	13(100)	19(100)	6(100)	67(100)
Scheduled Caste	6(21)	—	2(11)	—	8(12)
Scheduled Tribe	2(7)	—	—	—	2(3)
Others	21(72)	13(100)	17(89)	6(100)	57(85)
Total	29(100)	13(100)	19(100)	6(100)	67(100)

No Response: 1

Note: Figures in parentheses denote percentage to total

Source: Field Study

It is seen that female heads are less in number than their male counterparts in all types of schools particularly in senior secondary where they constitute only 17 per cent of the total heads. It is also seen that out of 67 sample schools only 8 heads—6 in primary and 2 in high schools, belong to scheduled caste and two heads in primary schools belong to scheduled tribe while 57 heads of institutions are from the general category.

The academic qualifications of heads of sample schools are shown in Table 14.2.

Table 14.2
Academic Qualifications of Heads of Schools

<i>Academic Qualifications</i>	<i>Type of School</i>				
	<i>Primary</i>	<i>Upper Primary</i>	<i>High</i>	<i>Senior Secondary</i>	<i>All Schools</i>
Under Matric	3(10)	—	—	—	3
Matriculate	15(52)	—	—	—	15
Senior		—	—	—	
Secondary	4(14)				4
Graduate	4(14)	8(62)	7(24)	1(17)	20
Postgraduate	3(10)	4(31)	12(76)	5(83)	24
Others		1(7)			1
Total	29(100)	13(100)	19(100)	6(100)	67

No Response: 1

Note: Figures in parentheses denote percentage to total

Source: Field Study

Some heads of primary schools, as per Table 14.2, are even under matric (10%) and some others (10%) possess postgraduate qualifications. At the upper primary level 62 per cent of the heads possess graduate qualifications and those who have postgraduate qualifications are 31 per cent. In high and senior secondary schools the majority of the heads of institutions have postgraduate qualifications.

Table 14.3 presents the professional qualifications possessed by heads of institutions.

All heads of sample schools, as shown in this Table are trained. In primary schools, 86 per cent heads possess JBT/BEC/equivalent qualifications whereas the majority of the heads in upper primary and high schools, that is, 92 per cent and 85 per cent, respectively, possess B.Ed/BT/LT as professional qualifications. In senior secondary schools half the number of heads have B.Ed/BT/LT as professional qualifications while the remaining heads have other professional qualifications in education, such as, senior vernacular and art and craft training.

Table 14.3
Professional Qualifications of Heads of Institutions

<i>Professional Qualifications</i>	<i>Type of School</i>				
	<i>Primary</i>	<i>Upper Primary</i>	<i>High</i>	<i>Senior Secondary</i>	<i>All Schools</i>
JBT/BEC/Eqult.	25 (86)	—	—	— (37)	25
B.Ed/B.T/LT	4 (14)	12 (92)	17 (85)	3 (50)	36 (53)
M.Ed	—	—	2 (10)	—	2 (3)
Others	—	1 (8)	1 (5)	3 (50)	5 (7)
Total	29 (100)	13 (100)	20 (100)	6 (100)	68 (100)

Source: Field Study

Note: Figures in parentheses represent percentage to total.

Table 14.4 shows the distribution of heads of schools according to their experience as heads of the institutions.

It is seen that heads in primary and senior secondary schools have longer experience as head of an institution than their counterparts in upper primary and high schools. In primary schools (87%) and in senior secondary schools, (100%) heads have more than 20 years experience as a head.

In high schools, 60 per cent of the heads have experience as a head of school only upto 5 years. In upper primary schools the majority of the heads (38%) have experience of more than 20 years as head.

Table 14.4
Length of Experience as Heads of Institutions

<i>Experience as Head (In years)</i>	<i>Type of School</i>				
	<i>Primary</i>	<i>Upper Primary</i>	<i>High</i>	<i>Senior Secondary</i>	<i>All Schools</i>
Up to 5	—	3(23)	12(60)	—	15(22)
6-10	1(3)	1(8)	4(20)	—	6(9)
11-15	2(7)	1(8)	—	—	3(4)
16-20	1(3)	3(23)	1(5)	—	5(7)
Above 20	25(87)	5(38)	3(15)	6(100)	39(58)
	29(100)	13(100)	20(100)	6(100)	68(100)

Note: Figures in parentheses denote percentage to total

Source: Field Study

The services of the majority of the heads of institutions from primary to senior secondary, as per Table 14.5, are permanent. However, the services of 7 per cent heads in primary schools, 15 per cent in upper primary schools and 16 per cent in high schools are temporary in nature. In high schools one of the heads of schools is working on adhoc basis and another is quasi-permanent.

Table 14.6 shows that 55 per cent heads in primary schools and 62 per cent in upper primary schools are getting between Rs.2,500 and Rs.3,000 as their monthly salary. In high schools 36 per cent are earning between Rs. 3,500 and Rs.4,000 and 20 per cent between Rs. 4,500 and Rs.5,000. In senior secondary schools about one third of the heads are getting between Rs. 5,000 and Rs.5,500.

Heads of School: Activity Profile

The heads of primary and upper primary schools spend most of their time on teaching as compared to the time spent on other activities, as shown in Table 14.7. The percentage of time spent by heads on

teaching tends to decrease as the level of institution goes up. In high and senior secondary schools heads spend more than 80 per cent of their time on activity other than teaching. Figure 14.1 also shows activity profile of heads of institutions.

Table 14.5
Service Profile of Heads of Institutions

<i>Nature of Service</i>	<i>Type of School</i>				
	<i>Primary</i>	<i>Upper Primary</i>	<i>High</i>	<i>Senior Secondary</i>	<i>All Schools</i>
Permanent	27 (93)	11 (85)	14 (74)	6 (100)	58 (38)
Quasi-Permanent	—	—	1 (5)	—	1
Temporary	2 (7)	2 (15)	3 (16)	—	7 (10)
Ad-hoc	—	—	1 (5)	—	1 (2)
Total	29 (100)	13 (100)	19 (100)	6 (100)	67 (100)

Source: Field Study

Note: Figures in parentheses denote percentage to total

Table 14.6
Gross Monthly Emoluments of Heads of Institutions

(In Rupees)

<i>Gross Emoluments (Per Month)</i>	<i>Type of School</i>				
	<i>Primary</i>	<i>Upper Primary</i>	<i>High</i>	<i>Senior Secondary</i>	<i>All Schools</i>
2000-2500	1(3)	2(15)	1(5)	—	4(6)
2500-3000	16(55)	8(62)	1(5)	—	25(37)
3000-3500	12(42)	3(23)	2(11)	—	17(25)
3500-4000	—	—	7(37)	2(33)	9(14)
4000-4500	—	—	4(20)	—	4(6)
4500-5000	—	—	2(11)	2(33)	4(6)
5000-5500	—	—	2(11)	2(34)	4(6)
Total	29(100)	13(100)	19(100)	6(100)	67(100)

Source: Field Study

Note: Figures in parentheses denote percentage to total

Table 14.7

Activity Profile of Heads of Institutions: Time Spent on Various Activities

(In Per cent)

Activity	Type of School			
	Primary	Upper Primary	High Secondary	Senior
Meeting Parents & Public	5	6	14	17
Office Work Including Records & Finance	10	13	28	28
Teaching Regular Classes	71	61	29	20
Supervision	8	11	17	20
Disciplinary Matters	6	9	12	15
All Activities	100	100	100	100

Source: Field Study

Table 14.8

Heads of Institutions Sharing Administrative Work with Teachers

Activity	Type of School				
	Primary	Upper Primary	High	Senior Secondary	All Schools
Sharing Work with Teachers	28 (97)	11 (85)	17 (85)	6 (100)	62 (91)

Note: Figures in parentheses denote percentage to total

Source: Field Study

No Response:6

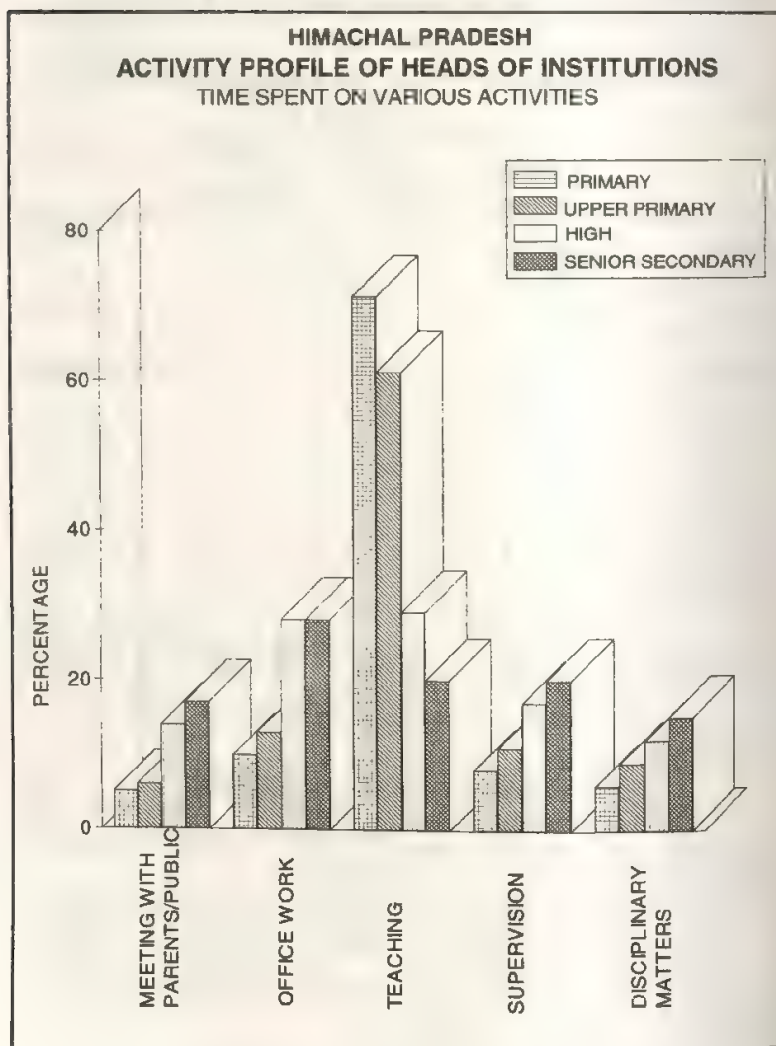


Fig. 14.1

The study reveals that almost all heads of institutions in primary and senior secondary share their administrative work with teachers. Eighty-five per cent heads of institutions in upper primary and high schools also share their administrative work with teachers.

Table 14.9
Teachers/ Heads Who Left the School in Session 1990-91

<i>Reason of Transfer</i>	<i>Type of School</i>				
	<i>Primary</i>	<i>Upper Primary</i>	<i>High</i>	<i>Senior Secondary</i>	<i>All Schools</i>
Transfer due to Long Stay	20(54)	5(71)	16(42)	13(77)	54(55)
Administrative Reasons	2(5)	2(29)	3(8)	—	7(7)
Resignation	1(3)	—	9(24)	—	10(10)
Termination	3(8)	—	2(5)	—	5(5)
Supper-annuation	—	—	2(5)	3(17)	5(5)
Promotion	7(19)	—	5(13)	—	12(12)
Other Reasons	4(11)	—	1(3)	1(6)	6(6)
Total	37(100)	7(100)	38(100)	17(100)	99(100)

Source: Field Study

Note: Figures in parentheses denote percentage to total

Table 14.9 shows that most of the teachers from primary to senior secondary schools were transferred due to longer stay in their respective schools. About 7 per cent of them were transferred due to administrative reasons, 10 per cent left the institution due to resignations, 5 per cent by termination and another 5 per cent by supperannuation. Twelve per cent teachers also left their schools due to promotion to senior rank.

Table 14.10 presents a comparative picture of daily attendance of teachers in rural and urban area schools as well as male and female teachers. All schools except primary in urban areas have a higher percentage of daily attendance of teachers as compared to schools in rural areas. The percentage of attendance of female teachers is higher

than their male counterparts in primary schools while in upper primary, high and senior secondary schools male teachers have a higher percentage of attendance.

Table 14.10
Average Daily Attendance of Teachers

(In Per cent)

Daily Attendance	Type of School				
	Primary	Upper Primary	High	Senior Secondary	All Schools
Rural	94	86	80	87	87
Urban	93	95	91	91	79
Male	71	89	81	91	76
Female	91	73	80	88	85

Source: Field Study

Table 14.11
**Schools According to the Adequacy of Building,
Furniture and Equipment**

Adequacy of	Type of School				
	Primary	Upper Primary	High	Senior Secondary	All Schools
— School Buildings	15(52)	5(38)	10(50)	2(33)	32(42)
— Furniture	16(55)	3(23)	8(40)		27(35)
— Equipment	7(24)	2(15)	8(40)	1(16)	18(23)

Source: Field Study

The study reveals, as per Table 14.11, that out of the total 68 sample schools, 52 per cent of primary schools have inadequate buildings. It has been found that almost all the non-government institutions in the sample have adequate buildings, furniture and equipment for their students. It is also reflected that 65 per cent of the

total sample schools do not possess adequate furniture and 77 per cent are suffering from inadequacy of equipment.

Administrative Powers of Heads

The head of an institution ensures punctuality in his school. He can sanction the casual leave of teachers and send reports/returns to the higher authorities. He also writes the ACR of teachers. Financial powers of the heads of institutions vary in different types of schools. A primary/upper primary school head can spend only Rs.10/- per month from Red cross Fund and upto Rs. 40/- from union fund. Heads of high/senior secondary schools have drawing and disbursing officer's powers. They can incur an expenditure upto Rs. 2,000/- per month and can sanction an amount of Rs. 100/- for local purchase of books as well as declare stores unserviceable upto Rs.1,000/- per annum.

The head of an institution, as the study reveals, is responsible for all the academic activities of the school which inter-alia include: conduct of internal/annual examination, declaration of results; curricular planning; preparation of school time-table and allotment of teaching work; supervision of classroom teaching; issue of certificates etc. Heads of high/senior secondary schools also maintain coordination with the Himachal Pradesh Board of School Education as well as other agencies concerned.

System of Appraisal

The main features of the system of teachers' appraisal are: classroom tests of students that are conducted on weekly, monthly, quarterly and annual basis; project work; observations by the heads of institutions/inspecting officers; and the school diary.

Managing Administrative Work in Schools

The study reveals that the administrative work in primary schools like office record, accounts, stores are maintained by teachers. In high and senior secondary schools the administrative work is done by the clerk/assistant which is supervised by a superintendent. Accounts in upper primary schools are maintained by the heads of school complexes.

It has been observed that the heads of institutions face considerable difficulty in taking any disciplinary action against students and teachers. Heads of schools are also not equipped adequately with administrative powers. Some local political pressure is also exerted by the teachers, if any disciplinary action is initiated against them.

Table 14.12
Housing Facilities to Teachers

Item	Type of School				
	Primary	Upper Primary	High	Senior Secondary	All Schools
Own Accommodation	87	27	108	85	307
Privately	63	43	35	113	254
Hired					
Government	2	—	—	1	3
Accommodation					
Any other	—	—	43	—	43
Total	152	70	186	199	607

Source: Field Study.

Most of the primary and high school teachers have their own accommodation while the majority of the teachers of upper primary and senior secondary schools occupy rented accommodation, as per Table 14.12. Only few teachers of primary and high schools occupy government accommodation.

Mostly heads of primary, and senior secondary schools give first priority to finance and accounts, second priority to office work, third and fourth priority to supervision and day-to-day administration, respectively, as shown in Table 14.13.

Table 14.13
Priority Given to Administrative and Other Work

<i>Type of School</i>	<i>Order of Priority to Different Areas</i>				
	<i>Finance & Accounts</i>	<i>Office Work</i>	<i>Super-vision</i>	<i>Day to day Admn.</i>	<i>Co-curricular Activities</i>
Primary	1	2	3	4	5
Upper Primary	4	2	3	4	1
High	2	1	3	3	5
Senior Secondary	1	2	3	4	5

Source: Field Study

Table 14.14
In-Service Courses Attended by Heads

<i>Item</i>	<i>Type of School</i>				
	<i>Primary</i>	<i>Upper Primary</i>	<i>High</i>	<i>Senior Secondary</i>	<i>All Schools</i>
One Week and less	7(24)	5(33)	6(35)	2(25)	20(29)
More Than One Week	7(24)	3(20)	1(6)	2(25)	13(19)
Did Not Attend Any Programme	14(52)	7(47)	10(59)	4(50)	35(52)
Total	28(100)	15(100)	17(100)	8(100)	68(100)

Note: Figures in parentheses represent percentage to total

Source: Field Study.

Table 14.14 reveals that out of 68 sample schools more than 50 per cent heads did not attend any in-service training programme during a period of five years. About one third of the heads of sample schools attend in-service training programmes of the duration of one week or less.

Table 14.15 presents the total sanctioned posts of teachers in position and vacant posts of teachers in sample schools. It is seen that only 4 per cent of the total posts sanctioned in sample schools are vacant.

Table 14.15
Posts of Teachers Sanctioned, Filled Up and Vacant

<i>Posts of Teachers</i>	<i>Primary</i>	<i>Upper Primary</i>	<i>High</i>	<i>Senior Secondary</i>	<i>All Schools</i>
Sanctioned	157	74	279	205	715
Filled Up	153	71	266	198	688
Vacant	4	3	13	7	27

Source: Field Study.

Problems and Suggestions

The question of improving the system of institutional planning and management in the state, as discussed in this chapter, needs the urgent attention of the state educational authorities. Shortage of staff, untimely transfer of teachers and shortage of accommodation are some of the major problems faced by the heads of institutions. Himachal Pradesh being a hilly state, access to schools is not only difficult for students but for teachers also. Teachers are not inclined to go in rural, tribal and difficult areas as they do not find a satisfactory accommodation even on rental basis. As a result, the schools remain without the full complement of staff. It is suggested that accommodation for teachers, at least in sparsely populated and far-flung areas of the state, should be provided by the state government. There is an imbalance reflected in the academic qualifications of heads of institutions. Some of the heads in primary schools are non-matric on the one hand, and some have postgraduate qualifications, on the other. This calls for a more logical view of the promotion of teachers to the post of a head.

Chapter 15

Prospects for the Future

Present Status

The State of Himachal Pradesh has achieved remarkable expansion of educational facilities since 1971 when it became a fullfledged 18th state of the Indian Union. The factors contributing to its sustained educational growth were the concerted and planned efforts of the state government, supported by large allocation of financial resources. As a proportion of the total budget, the state has been spending more financial resources on education as compared to the country as a whole. The state expenditure on education and training by all departments to the total state budget was 25 per cent as against 23.3 per cent at the national level in 1973-74. This proportion, however, declined in 1991-92 to 23.1 per cent—almost equal to the national average.

The plan expenditure on education in the state, which accounted for 13.4 per cent of the total budget on education in 1973-74 when the First All India Survey of Educational Administration was conducted, increased to 18.1 per cent in 1991-92. It, however, declined at the national level from 17.1 per cent in 1973-74 to 10.0 per cent in 1991-92. The budgeted expenditure of the Education Department on primary education was also higher in the state as compared to the country as a whole. It was 48.6 per cent of the total education budget in 1973-74 and increased to 55.9 per cent in 1991-92 in case of Himachal Pradesh as against 48.1 per cent and 46.8 per cent, respectively, during the corresponding years at the national level.

The state incurs higher per capita expenditure on education as compared to the all-India average. These figures in the state at current

prices were Rs. 50.11 in 1973-74 and Rs. 91.43 in 1983-84 as against Rs. 27 and Rs. 78.74, respectively, in 1973-74 and 1983-84, at national level. Similarly, the state's per-pupil expenditure shows a higher proportion as compared to the country as a whole. In case of the state it accounts for Rs. 156.4 in 1973-74 and Rs. 489.5 in 1987-88 as against Rs. 72.3 in 1973-74 and Rs. 339.7 in 1987-88 at the national level.

As a result, the state is much ahead of the country as a whole in terms of the enrolment of children and achievement of literacy. In 1993-94, the gross enrolment ratios in the state for the age-groups 6-11 and 11-14 were 119.1 per cent and 111.2 per cent, respectively. These proportions were higher than the all-India averages of 105.7 per cent and 67.5 per cent in the corresponding age groups. A fairly large proportion of the rural population was also being served by schools already established. These percentages in 1988 being 97.53 in case of primary schools, 96.85 for upper primary schools, 90.78 for high schools and 57.89 for senior secondary schools. These proportions were also higher as compared to the overall national position, indicating that the state had made a consistent effort to cover rural areas with educational provisions. In 1991, the literacy rates in Himachal Pradesh were 63.86 per cent for all persons; 75.36 per cent for males; and 52.13 per cent for females—comparatively much higher than the national average of 52.21 per cent for all persons; 64.13 per cent for males; and 39.29 per cent for females.

The data related to human development also indicate that over the years Himachal Pradesh had advanced its efforts in terms of providing better medicare and health facilities to its people, as compared to the national average. The infant mortality rate in the state, for instance, declined from 92 children per thousand in 1986 to 76 children in 1991, as against 105 children and 80 children per thousand in 1986 and 1991, respectively, in case of the country as a whole. The birth rate in the state decreased from 31.5 persons per 1000 population in 1986 to 30.6 persons in 1991, while at the all-India level it decreased from 32.6 persons per thousand in 1986 to 29.5 persons in 1991. The death rate also indicated a downward trend in the state from 11.1 persons per thousand population in 1986 to 8.9 persons in 1991 and from 12.5

persons to 9.8 persons per thousand population during the respective years at national level.

Issues in UEE

The Problem of Dropout

In spite of the considerable progress made, the state is yet to realise the goal of universal enrolment, retention and achievement as a sizeable proportion of children of age-groups 6-11 and 11-14 is still not in schools, more particularly, the girls. The dropout rates of children in classes I-V and I-VIII are quite high although lower as compared to the all-India level as discussed in chapter 2. The situation seems to be not so favourable as the dropout rates of children belonging to scheduled castes and scheduled tribes are taken into account, as per Table 15.1. More than one third of the total children admitted in class-I do not reach class VIII and discontinue their education after completing the first level. The main reasons include: poverty of the family; inaccessibility of schools; social prejudice; and the lack of parental support.

Table 15.1
Dropout Rate of Scheduled Caste and
Scheduled Tribe Children in Himachal Pradesh

(1989-90)

<i>Classes</i>	<i>SC Children</i>			<i>ST Children</i>		
	<i>Boys</i>	<i>Girls</i>	<i>Total</i>	<i>Boys</i>	<i>Girls</i>	<i>Total</i>
I-V	36.29	36.50	36.39	30.59	34.53	32.23
I-VIII	32.27	41.88	36.44	36.58	45.89	40.03
I-X	67.02	76.81	71.12	67.93	70.41	68.79

Source: Annual Report, MHRD, Department of Education, Government of India, New Delhi, 1993-94.

Shortage of Schools

The Fifth All India Educational Survey (1986) proposed the establishment of 478 new primary schools to cover unserved habitations, leaving as many as 7,177 small habitations without educational facility within the 1 Km. radius, comprising about 10 per cent (4,51,319) population of the state. It was estimated that in addition to the existing 6,802 schools, about 2,200 primary schools were required to provide educational facility as per the national norm of 1 Km. radius of a habitation to all children of 6-11 years. After large scale efforts of the state government in subsequent years, there was still need to open about 1,500 primary schools in 1993. Similarly at the upper primary level, about 1,000 upper primary schools were required to be opened in 1993 to provide educational facilities, to all children of 11-14 years in 7,056 unserved habitations, within a convenient walking distance of 3 Kms. The location of these schools should, however, be decided by undertaking school-mapping and micro-planning exercises.

The districts of Chamba, Kinnaur, Kullu, and Lahul and Spiti in the state comprising difficult terrain, scarce means of communication and harsh climatic conditions which make access to schools difficult and thus do not attract all children. For instance, in Kinnaur district the educational facility at the primary level is available, on an average, at not less than 3.5 Km, in Kullu 2 Km., in Chamba about 2 Km. and even 4.9 Km. in case of Lahul and Spiti. However, the density of population is extremely sparse in Lahul and Spiti, and Kinnaur. In these circumstances it may not be possible that all villages of these districts have primary schools. At the upper primary level, these districts show wider disparities than at the primary level in terms of distance of a school from a habitation. As these districts are predominantly inhabited by the scheduled tribe population, they require special attention of the state government.

Illiteracy

Although the continuous efforts of the state government in educational development has yielded positive results, as far as the overall literacy position of the state is concerned, but the ground realities, particularly in rural areas, in terms of female illiteracy and illiteracy in SCs/STs and backward areas, are entirely different. In 1991 about 16

lakhs persons of age 7 years and above were illiterate out of the total 52 lakh population of the state. Female illiteracy is more pronounced specially in tribal districts of the state. For example, in Chamba district in 1991 female literacy constitutes 28.57 per cent, in Kullu 38.53 per cent, in Lahul and Spiti 38.05 per cent, and in non-tribal district of Sirmaur 38.45 per cent, as compared to 39.20 per cent at the national level. Male literacy, on the other hand, is not much higher in these districts in comparison with the national average.

These issues require a careful assessment of the efforts already being made in terms of reducing the dropout rate, increasing enrolment, retention and achievement, and removing illiteracy. A holistic approach based on block-level planning is necessary to achieve the goal of UEE and education for all.

Tasks Ahead

In spite of the unprecedented expansion of facilities, growth in the number of students, teachers and institutions, there are several areas which need the urgent attention of the authorities for transforming the education system to meet the present socio-economic needs of the state. Some of these tasks are outlined in the following paragraphs.

Vocational Education

Having achieved substantial levels of enrolment at different stages of school education, there is a need at present to diversify secondary education.

The state government has introduced vocational courses at the +2 stage but these efforts have not yet been meaningful or extensive. At present (1994-95) instruction in six vocational trades, namely, agriculture, accountancy and auditing; computer techniques; electronics; repair and maintenance of electrical domestic appliances; and food preservation, is being imparted. The topography of Himachal Pradesh also provides considerable opportunity for tourism, hotel industry, and other services associated with these, such as banking, insurance, hotel management etc. There is, therefore, a need to undertake surveys of middle-level skills to determine manpower requirement for various economic activities which the plus-two stage

can meet. Such a survey would help the state to reorient the secondary education system along desired lines.

Block-Level Educational Administration

There are two types of educational blocks in the state—69 upper primary education blocks under the Directorate of Education which are coterminous with the community development blocks, and 114 primary education blocks functioning under the Directorate of Primary and Adult Education to look after the work of primary schools. These blocks do not have any significant coordination and linkages with each other. Consequently, the programmes of primary and upper primary education are conducted separately without any linkage between them. This hampers the over-all state government's efforts to conduct the programmes of UEE at block level. A similar situation also surfaces at the district level as the work of primary and upper primary education is looked after by two separate district education officers.

The educational blocks for upper primary education were set up in the state as per suggestions given by the Fifth All India Educational Survey (1986). These block education officers do not possess their own office accommodation even after more than 10 years. On the other hand, many posts of BPEOs are vacant which adversely affect the process of the supervision of primary schools. Since block primary education officers and block education officers are recruited from amongst teachers, they remain administratively less effective in the absence of any orientation and training related to the planning and management of education at block level. Further, the block education officers for upper primary schools have linkages with Deputy Directors at zonal level; on the other hand, the block primary education officers are responsible to district primary education officers.

It would be appropriate if 114 primary education blocks are also linked with 69 community development blocks, as is the case with the upper primary education blocks. In this case, on an average, two primary education blocks can be linked with one community development block for all intents and purposes. Accordingly, the number of 114 primary education blocks will have to be raised to 138 thereby creating 24 new primary education blocks with supporting administrative and academic staff and thereafter all the 138 primary

blocks could be physically rationalised with a view to having 2 primary blocks in one C.D. block. This set-up of block primary education offices would also strengthen the supervision process and enhance the efficiency of education officers which would in turn help in improving the quality of education. Both the block education officers for primary and upper primary education, should be provided short-term training in respect of planning and management before they take charge of their new assignments.

Participation of Voluntary Organisations

The participation of voluntary, non-government organisations in Himachal Pradesh at primary and upper primary level is only about 5 per cent. Most of the privately managed institutions are confined to urban areas. There is a need to encourage the non-government and voluntary organisations to participate in the educational development of the state and to start educational institutions in rural areas, on a large scale. It would supplement the state government's efforts in providing educational facilities as per the national norms. Simultaneously, there should be a mechanism of regulation, particularly for those private institutions which are charging exorbitant fees and other funds from the students.

Programmes for Disadvantaged Groups

The state, as per the guidelines of the National Policy on Education, 1986, stresses on providing equal educational opportunity to the disadvantaged groups of society. In spite of several programmes being conducted to enhance the educational status of scheduled castes, scheduled tribes and the people residing in backward and sparsely populated areas, the state has not achieved the desired results so far. The development programmes under the umbrella of SCP, TSP and BSP have failed to raise the socio-economic status of these groups, mainly due to the lack of an appropriate monitoring and evaluation system as well as trained and skilled human resource to implement these schemes in a time-bound manner. As a result, about half of the scheduled castes and scheduled tribe population remained illiterate in 1991. The illiteracy among female scheduled caste and female scheduled tribe population is more pronounced as the corresponding

percentages constitute about 61 per cent and 70 per cent, respectively. The gross enrolment ratios of scheduled caste girls at the primary and upper primary levels in 1993 were 113.61 per cent and 68.23 per cent, respectively. In the case of scheduled tribe girls, these proportions were 94.49 per cent at the primary level and 51.87 per cent at the upper primary level. Thus, the state government is required to increase the efforts already being made for the welfare of disadvantaged groups and to take new initiatives on several counts, for instance, by providing more female scheduled caste and scheduled tribe trained teachers in schools, by mobilisation of the local community at block, village/habitation level and by providing an adequate infrastructure and teaching aids in schools. Further, a study can be conducted to assess whether the facilities provided to these groups are being used effectively and optimally and the extent to which children are being benefited, as also to evaluate other programmes which aim at development of school education in the state.

Personnel Management

There is a need to revitalise personnel management in the state. The state has a system of direct recruitment of school teachers and thereafter the higher posts of educational administrators, such as block education officer, block primary education officer, district education officer, district primary education officer and the deputy director (zone) are filled up by promotion from amongst senior teachers at different levels. In the process of promotion, as the study reveals, seniority is given due weightage but the merit is sometimes summarily ignored. This has led to complacency in various teaching cadres. In order to revitalise them, it is suggested that along with the recruitment by promotion, the system of direct recruitment of educational administrators, in an appropriate ratio, should be introduced at various levels, viz, block/district, zone and at the directorate so that along with the senior teachers getting opportunity of promotion to the higher posts of educational administrators, fresh blood is also infused by way of direct recruitment.

The state does not have any transfer policy for its teaching and non-teaching staff of the government institutions. The existing common

transfer rules for teachers have been a matter of criticism. Teachers generally do not like their posting in remote and rural areas and try to exert outside pulls and pressures which create problems of surplus staff at certain places and shortage of staff at other places. It is suggested that the transfer policy for teachers should have some compulsory provisions for posting every teacher in difficult areas initially for the first three years of the service. Provisions of transfer with choice of places should be made for the teachers with meritorious services and for those who have been conferred with state and national awards. Some relevant guidelines in this respect can be evolved, taking a cue from the new transfer policy for teachers prepared and adopted recently by the Government of Rajasthan.

The survey shows that the in-service training programmes for teachers and facilities available for such programmes are meagre in the state and only a few teachers are utilising such facilities repeatedly. To improve educational standards, it is essential that sufficient in-service teachers' training programmes should be organised. A mechanism should be evolved at the block level so that teachers by rotation are compulsorily sent/deputed for the refresher courses and orientation programmes. The state government should also allocate adequate funds to ensure that all teachers are covered by these programmes/ courses, at least once in five years.

Financial Resources

The study reveals that in terms of per-pupil expenditure the state is spending more than two times financial resources on primary education as compared to the national level. However, 99 per cent of the financial resources are spent on salaries of teachers and non-teaching staff at this level and fewer resources are available for the maintenance of school buildings as well as the development of other infrastructural facilities and teaching-learning aids. It is necessary that to supplement the government's effort, additional resources for education should be mobilised from the community.

The system of audit particularly for non-government aided institutions should be streamlined and strengthened. The audit of all

these institutions receiving grant-in-aid should also be done on a regular basis.

Management Information System

Information management has not been given due attention in the state as there is no separate machinery in educational administration for this purpose, particularly at zonal and block levels. The present staff does not have any training to manage timely compilation of the information required. As a result, a timelag of at least 2 to 3 years is generally occurring in collection, consolidation, analysing and publishing information and data by the Education Department. This calls for urgent measures by the state government to provide training to the staff dealing with statistical information, particularly in the area of quantitative techniques and educational planning. Such training programmes of short duration need to be organised periodically at the state, zonal, district and block levels.

To remove the timelag in data collection and analysis of information and its dissemination, there is a need to develop computerised information system to help the educational planners at directorate, zonal and district levels. It would also help in monitoring the inputs and outputs during the programme implementation phase and generate data on key-indicators to assess the health of school education in a district.

Planning Process

The system of decentralisation of the planning process should be introduced in the state to solve the field-level problems and to make education need-based as well as to utilise all available local resources for educational purposes. At block or even at the cluster level, a diagnostic analysis of educational situation should be carried out, identifying factors that help or deter the progress of education. The target groups which have a low participation in education, high dropout and stagnation rates; and high illiteracy, should be identified. Programmes for educational development of the target groups should be formulated, along with a suitable time-frame and financial estimates.

The decentralisation of the planning process in the state can be introduced on the lines of Lok Jumbish and Shiksha Karmi projects in

Rajasthan. In Lok Jumbish, the responsibility of village level planning is entrusted to a cluster of agencies. Agency representatives are responsible to the democratically elected body at their level. Ensuring total enrolment and retention in a village is the task of a core-team which secures the cooperation of the Village Education Committee, Mahila Samooch, parents and teachers.

In the Shiksha Karmi project, the responsibility is entrusted to the village education committee. The villages are selected on the basis of remoteness, low enrolment and high rate of dropout. The village education committee not only helps the Shiksha Karmis in the enrolment and retention of all eligible children of age group 6- 14 years but also contributes to the improvement of the physical infrastructure of schools.

The 73rd and 74th Constitutional Amendment Acts enjoin the states to establish a three-tier system of panchayats at village, intermediate and district levels. In pursuance of this Act, the states are expected to devolve adequate powers, responsibilities and finances upon panchayati raj bodies so as to enable them to prepare plans and implement schemes for economic development and social justice. The new Himachal Pradesh Panchayati Raj Act, 1994 has been enacted to consolidate, amend and replace the law relating to panchayats with a view to ensure effective involvement of these institutions in the local administration and development activities including education. Thus, a process of involving panchayat raj bodies in the planning and management of education, atleast at block and village levels, should be started for the effective implementation of educational programmes and to provide educational facilities, particularly in remote and inaccessible areas.

Inspection and Supervision

The study reveals that only about 50 per cent of the total schools from primary to senior secondary were inspected by the concerned inspecting officers in 1990-91. The main reason for this is that the number of schools has increased rapidly as compared to the inspecting machinery since the First Survey of Educational Administration in 1973. The inspectorial staff do not find sufficient time to supervise schools allocated in a year. Secondly, inspecting officers spent more

time on different jobs other than inspection. For instance, a district education officer spent only 12 per cent of his time on visits and inspections and 55 per cent time on office work during the Second Survey as compared to 24.6 per cent and 39.8 per cent, respectively, on these activities during the First Survey.

At the block level, the block primary education officer is, at present, responsible for the inspection and supervision of about 70 schools which is a very large number in view of his other responsibilities at the block education office and involvement in jobs which are not connected with education, such as, census work, election work, animal census and participation in other developmental activities. In view of this, it is suggested that the state government should establish, at least 24 more primary education blocks with an equal number of posts of block primary education officers so as to allocate about 50 schools per primary education block.

The school complex system also exists in the state at the primary and upper levels. At the primary level 5 to 6 primary schools are attached with a centre primary school. At the upper primary level 5 to 6 upper primary schools are attached with a high or senior secondary school. The activities of these complexes in the state have been limited only to drawing and disbursal of salaries for the staff of complex schools.

It is suggested that to develop a school complex, as in the case of upper primary schools, primary schools should also be attached to a high or upper primary school. The primary school would be benefitted by sharing of facilities, such as the play ground, library and laboratories etc. Heads of complex schools should also be entrusted the responsibility of supervising the primary and upper primary schools in their complex. This would require reorientation and training of the heads of the school complexes. Apart from this, they can influence the teaching-learning process in the complex schools by introducing competitive activities.

Institutional Planning

The state does not have any system of institutional planning which is a significant factor for improving the quality and performance of schools. The system of institutional planning helps in identifying the

priorities of the schools and undertaking an action plan by adopting necessary strategies to implement the same.

The study of 68 sample schools selected for the survey shows many weak links in the system of institutional management in the state. About half of the heads of sample schools did not attend any in-service training programme during a period of five years. It was further seen that some heads of primary schools were non-matric and, on the other hand, some primary school heads have postgraduate qualifications. Shortage of staff, untimely transfer of teachers, shortage of accommodation, equipment and teaching-learning aids, are some of the main problems faced by the institutions. It is suggested that the system of institutional planning should be introduced in the state for the effective implementation of the educational programmes and improvement in quality of education.

Academic Support System

The academic support system has attained new dimensions over the years with the quantitative expansion of education. The State Council of Educational Research and Training, the main academic support body for bringing about a qualitative improvement in education, requires strengthening in several respects as its functioning has been adversely affected in the past few years. The state government has shifted its staff with their posts to other colleges and even some of its units to other places. The lack of orientation and training of its staff, vacant positions of its faculty for a long period, lack of sufficient financial resources particularly to conduct research and training programmes—are some of the other constraints faced by SCERT in performing its functions. SCERT does not have its own accommodation and has been functioning in a rented building since its inception. The research base which can support educational planning and development is, therefore, inadequate, particularly in respect of expert personnel. SCERT should be re-organised and strengthened on a priority basis.

The National Policy on Education (1986) envisages the establishment of District Institutes of Education and Training. The state has been able to establish DIETs only in 7 districts. The new DIETs in the remaining five districts should also be established while adequately staffing and equipping the existing DIETs.

The education system has so far attached too much importance to enrolment and educational progress measured mainly by the percentage of enrolment in the relevant age-group. It is not surprising that nearly half the children are dropping out even before completing primary education. There is a need now to improve the quality of education. The emphasis should be on improving teacher competence and motivation through in-service training programmes. DIETs should be suitably strengthened for the purpose. To strengthen the academic support system comprising SCERT and DIETs, the personnel policies should be reviewed carefully with a view to ensuring the appointment of qualified and competent persons in these organisations.

For strengthening the planning process, better mobilisation and more effective utilisation of resources for the educational development of the state, there should be a provision for regular and recurrent training of educational administrators and appropriate institutional arrangements should be made in the state for such training of administrators at different levels.

Appendix I

Project Advisory Committees

National Level

Prof. Kuldeep Mathur Director, NIEPA (Chairperson)	Shri M.V.P.C. Shastri Secretary (School Education) Education Department Government of Andhra Pradesh
Shri Anil Sinha IAS Joint Director, NIEPA and Project Director	Dr. T.N. Dhar Former UNESCO Consultant
Shri Baldev Mahajan Former Joint Director, NIEPA and Project Director	Dr. R. V. Vaidyanatha Ayyar Additional Secretary Department of Education Ministry of HRD Government of India
Shri P.K. Umashankar Former Director, IIPA	Dr. N. Gopalaswamy Advisor (Education) Planning Commission Government of India
Shri J.A. Kalyanakrishnan Former Member, UPSC	Dr. A.K. Sharma Director, NCERT
Dr. D.P. Nayar Former Advisor (Education) Planning Commission Government of India	Shri N.R. Gupta Commissioner and Secretary Education Department Government of J&K

Dr. P.D. Shukla Former Chairman CBSE	Dr. L.P Pandey Director of Education Government of Uttar Pradesh
Dr. R.P. Singhal Former Executive Director NIEPA	Smt. Namchroom Director of Public Instruction Government of Arunachal Pradesh
Smt. Kumud Bansal Secretary (School Education) Education Department Government of Maharashtra	Shri G.C.Patnaik Director of Education Government of National Capital Territory of Delhi
Shri P. Thakur Secretary (Primary & Secondary Education) Education Department Government of Rajasthan	

State Level

Finance Commissioner cum Education Secretary	Chairman
Director of Education, Himachal Pradesh	Member
Director of Primary Education, Himachal Pradesh	"
Secretary, H.P.Board of School Education	"
Registrar, Himachal Pradesh University	"
Shri P.V. Visht, Principal, Government Girls College, Shimla	"
Shri L.N. Sharma, Principal, Senior Secondary School, Junga	"
Shri H.R. Justa, Deputy Director Education(College)	"
Representative of NIEPA, New Delhi	"
Shri R.S. Thakur, Deputy Director (Statistics)	Member Secretary

Appendix II

Selected Indicators of Educational Development

Himachal Pradesh and All India

<i>Indicator</i>	<i>Unit</i>	<i>Year of Reference</i>	<i>Himachal Pradesh</i>	<i>All India</i>
<i>1</i>	<i>2</i>	<i>3</i>	<i>4</i>	<i>5</i>
I. District, Educational Blocks and Inhabited Villages				
(a) <i>Total districts</i>	Nos.	1991	12	466
(b) <i>Educational blocks</i>				
<i>Primary</i>	Nos.	1991	114	7098
<i>Upper Primary</i>			69	
(c) <i>Inhabited villages</i>	Nos.	1986	16722	579148
		1991	16997	NA
(d) <i>Villages having population less than 500</i>	Nos.	1981	15105	27075
II. Demographic				
(a) i) <i>Total population</i>	'000	1981	4280	665288
	"	1991	5171	846305
ii) <i>Annual exponential growth rate</i>	%	1981-91	1.99	2.44

Indicator		Unit	Year of Reference	Himachal Pradesh	All India
1		2	3	4	5
(b)	Area	Sq. km.	1981	55673	3287263
(c)	Population	Per sq.	1981	77	216
	density	km.	1991	92	267
(d)	Sex ratio	Per 1000	1981	973	933
		males	1991	976	927
(e)	Rural population	%	1981	92.39	76.30
		"	1991	91.32	74.29
(f)	SC population	"	1981	24.62	15.75
		"	1991	25.34	16.33
(g)	ST population	"	1981	4.61	7.76
		"	1991	4.22	8.08
(h)	School-age population in total population				
i)	6 to 11 years age-group	%	1981		
			Boys	13.18	13.37
			Girls	13.04	13.46
			Total	13.11	13.41
		"	1991		
			Boys	11.84	11.70
			Girls	12.09	11.88
			Total	11.96	11.79
ii)	11 to 14 years age-group	"	1981		
			Boys	7.37	7.21
			Girls	7.35	7.16
			Total	7.36	7.18
		"	1991		
			Boys	6.33	6.21
			Girls	6.16	6.39
			Total	6.24	6.30

Contd.

<i>Indicator</i>	<i>Unit</i>	<i>Year of Reference</i>	<i>Himachal Pradesh</i>	<i>All India</i>
<i>1</i>	<i>2</i>	<i>3</i>	<i>4</i>	<i>5</i>
iii) 6 to 14 years age-group	%	1981 Boys Girls Total	20.55 20.39 20.47	20.58 20.62 20.60
	"	1991 Boys Girls Total	18.17 18.25 18.21	17.90 18.28 18.05
(i) <i>Infant mortality rate</i>	Per 1000 Population	1981 1991(P)	71 75	110 80
(j) <i>Birth rate</i>	"	1981 1991(P)	31.5 28.4	33.9 29.8
(k) <i>Death rate</i>	"	1981 1991(P)	11.1 8.9	12.5 9.8
(l) <i>Expectation of life at birth</i>	"	1981-88 Male Female	58.5 62.9	55.9 55.9
III. Literacy				
(a) <i>Literacy of persons aged 7 years and above</i>	%	1981 Male Female All	64.27 37.72 51.18	56.50 29.85 43.67
	"	1991 Male Female All	75.36 52.13 63.86	64.20 39.19 52.21

P denotes provisional.

Contd.

Indicator	Unit	Year of Reference	Himachal Pradesh	All India
1	2	3	4	5
(b) <i>Increase in literacy rate (all persons)</i>	%	1981-91	12.68	8.50
(c) <i>Districts having literacy rates</i>				
(i) Below 30	%	1981	Nil	25.12
	"	1991	Nil	5.97
(ii) 30 to 60	"	1981	91.67	64.43
	"	1991	41.67	66.37
(iii) 60 and above	"	1981	8.33	10.45
	"	1991	58.37	27.66
(d) (i) <i>Illiterate persons 1000 of age 7 years and above</i>		1981	—	305318
		1991	1566	328879
(ii) <i>Increase/decrease % in illiterate persons of age 7 years and above</i>		1981-91	-7.77	7.72

IV. Availability of Schooling Facilities

(Rural population served by schooling facility)

(i) Primary level	%	1973	65	90
(upto 1 km.)	"	1978	71	93
	"	1986	77	94
(ii) Upper primary level	"	1973	61	72
(upto 3 km.)	"	1978	72	79
	"	1986	75	84
(iii) Secondary level	"	1973	54	68
(upto 5 km.)	"	1978	71	74
(upto 6 km.)	"	1986	76	79

* Includes Higher Secondary also

Contd.

<i>Indicator</i>	<i>Unit</i>	<i>Year of Reference</i>	<i>Himachal Pradesh</i>	<i>All India</i>
<i>1</i>	<i>2</i>	<i>3</i>	<i>4</i>	<i>5</i>
(iv) Hr. secondary level (upto 8 km.)	%	1973	29	32
	"	1978	29	41
	"	1986	38	51

V. Institutions

(a) School stages

(i) Primary stage	Nos.	1973	5211	530867
	"	1978	5864	570011
	"	1986	6986	631308
Annual growth rate	%	(1973-78)	2.39	1.50
	"	(1978-86)	2.21	1.28
(ii) Upper primary stage	Nos.	1973	1394	119799
	"	1978	1549	147250
	"	1986	1881	187602
Annual growth rate	%	(1973-78)	2.13	4.49
	"	(1978-86)	2.46	3.07
(iii) Secondary/hr. secondary stage	Nos.	1973	546	45135
	"	1978	702	55074
	"	1986	1039	82706
Annual growth rate	%	(1973-78)	5.15	4.06
	"	(1978-86)	5.02	5.21
(iv) All school stage	Nos.	1973	71.51	695801
	"	1978	8115	772335
	"	1986	9903	901616
Annual growth rate	%	(1973-78)	2.56	2.11
	"	(1978-86)	2.52	1.95

(b) Educational pyramid (Ratio of primary and upper primary stages to secondary/hr. secondary stage)

P:UP:S/HS	1973	10:3:1	12:3:1
	1978	8:2:1	10:3:1
	1986	7:2:1	8:2:1

Contd.

<i>Indicator</i>	<i>Unit</i>	<i>Year of Reference</i>	<i>Himachal Pradesh</i>	<i>All India</i>
<i>1</i>	<i>2</i>	<i>3</i>	<i>4</i>	<i>5</i>
<i>(c) Government and local body schools</i>				
(i) Primary schools	%	1973	99	94
	"	1978	99	94
	"	1986	99	93
(ii) Upper primary schools	"	1973	95	78
	"	1978	95	78
	"	1986	96	75
(iii) Secondary schools	"	1973	89	37
	"	1978*	87	39
	"	1986	88	46
(iv) Hr. secondary schools	"	1973	85	37
	"	1986	93	42
<i>(d) Average population served by a school stage</i>				
(i) Primary stage	Nos.	1973	700	1091
	"	1978	693	1137
	"	1986	670	1203
(ii) Upper primary stage	"	1973	2616	4833
	"	1978	2622	4401
	"	1986	2487	4048
(iii) Secondary/hr. sec. stage	"	1973	6679	12827
	"	1978	5785	11766
	"	1986	4502	9182
(iv) All stages	"	1973	510	832
	"	1978	500	839
	"	1986	472	842

* Includes Higher Secondary also.

Contd.

<i>Indicator</i>	<i>Unit</i>	<i>Year of Reference</i>	<i>Himachal Pradesh</i>	<i>All India</i>
<i>1</i>	<i>2</i>	<i>3</i>	<i>4</i>	<i>5</i>
(e) <i>Average size of primary, upper primary, secondary and hr. secondary stage</i>				
(i) Primary stage	Nos.	1973	81	115
	"	1978	84	120
	"	1986	92	136
(ii) Upper primary stage	"	1973	95	116
	"	1978	105	122
	"	1986	160	145
(iii) Secondary/hr. sec. stage	"	1973	107	169
	"	1978	94	161
	"	1986	108	182
(iv) All stages	"	1973	86	119
	"	1978	89	124
	"	1986	107	142

VI. Enrolment

(a) Stagewise

(i) Classes I-V	In'000	1973	420	61235
	"	1978	495	68602
	"	1986	643	85913
	"	1991 (P)	690	101577
Annual growth rate	%	(1973-78)	3.31	2.30
	"	(1978-86)	3.34	2.85
	"	(1986-91) (P)	1.34	3.22
(ii) Classes VI-VIII	In'000	1973	133	13950
	"	1978	162	17958
	"	1986	302	27272
	"	1991 (P)	380	34446

(P) denotes provisional.

Contd.

<i>Indicator</i>	<i>Unit</i>	<i>Year of Reference</i>	<i>Himachal Pradesh</i>	<i>All India</i>
<i>I</i>	<i>2</i>	<i>3</i>	<i>4</i>	<i>5</i>
Annual growth rate	%	(1973-78)	4.12	5.18
	"	(1978-86)	8.05	5.36
	"	(1986-91) (P)	4.07	4.87
(iii) Classes IX-XI/XII In '000		1973	59	7714
	"	1978	66	8872
	"	1986	112	15030
	"	1991 (P)	175	19303
Annual growth rate	%	(1973-78)	2.49	3.10
	"	(1978-86)	6.86	6.81
	"	(1986-91) (P)	13.39	5.13
(b) Girls' enrolment				
i) Classes I-V	%	1973	34.48	37.74
	"	1978	41.21	38.26
	"	1986	45.77	42.63
	"	1991 (P)	46.82	41.70
ii) Classes VI-VIII	"	1973	26.64	30.80
	"	1978	29.70	32.70
	"	1986	39.84	35.32
	"	1991 (P)	43.86	37.73
iii) Classes IX-XI/XII	"	1973	22.11	27.25
	"	1978	25.37	28.69
	"	1986	32.00	31.49
	"	1991 (P)	37.77	33.57
(c) Enrolment of scheduled caste children				
i) Classes I-V	%	1973	17.25	13.24
	"	1978	20.03	14.73
	"	1986	24.58	17.12
	"	1991 (P)	25.65	16.47
ii) Classes VI-VIII	"	1973	11.92	8.83

(P) denotes provisional.

Contd.

<i>Indicator</i>	<i>Unit</i>	<i>Year of Reference</i>	<i>Himachal Pradesh</i>	<i>All India</i>
<i>1</i>	<i>2</i>	<i>3</i>	<i>4</i>	<i>5</i>
	%	1978	14.73	11.21
	"	1986	19.65	14.69
	"	1991 (P)	18.61	13.92
iii) Classes IX-XI/XII	"	1973	9.91	7.99
	"	1978	12.53	9.77
	"	1986	14.30	12.67
	"	1991 (P)	15.86	12.06
(d) <i>Enrolment of scheduled tribe children</i>				
(i) Classes I-V	%	1973	3.18	5.84
	"	1978	3.30	6.28
	"	1986	3.89	7.84
	"	1992 (P)	7.94	4.22
(ii) Classes VI-VIII	"	1973	2.29	2.97
	"	1978	2.49	3.39
	"	1986	3.05	5.12
	"	1992 (P)	3.05	5.24
(iii) Classes IX-XI/ XII	"	1973	2.04	2.50
	"	1978	2.15	2.84
	"	1986	2.49	3.96
	"	1992 (P)	0.88	4.14
(e) <i>Gross enrolment ratio</i>				
(i) Classes I-V	"	1973	92.71	80.30
(6-11 yrs.)	"	1973	101.51	81.65
	"	1986	99.41	91.69
	"	1991 (P)	118.00	105.70
(ii) Classes VI-VIII	"	1973	51.15	33.16
(11-14 yrs.)	"	1978	57.54	37.94
	"	1986	79.28	47.95

(P) denotes provisional.

Contd.

<i>Indicator</i>	<i>Unit</i>	<i>Year of Reference</i>	<i>Himachal Pradesh</i>	<i>All India</i>
<i>1</i>	<i>2</i>	<i>3</i>	<i>4</i>	<i>5</i>
	"	1992 (P)	110.80	67.50
(f) <i>Age-specific enrolment ratio</i>				
(i) 6-11 yrs	%	1973	75.09	63.17
	"	1978	78.99	64.13
	"	1986	78.28	75.89
(ii) 11-14 yrs	"	1973	34.14	22.08
	"	1978	62.25	41.72
	"	1986	75.20	51.17
(g) <i>Wastage rates</i>				
(i) Class I-V	%	1971-75	34	63
	"	1981-85	32	46
	"	1984-88	31	48
(ii) Class I-VIII	"	1969-76	60	77
	"	1978-85	29	64
	"	1981-88	22	64
(iii) Class I-X	"	1967-76	81	85
	"	1976-85	59	77
	"	1979-88	60	74

VII. Teachers

(a) *Number of teachers*

(i) Primary stage	In '000	1973	13	1472
	"	1978	14	1599
	"	1986	17	1815
(ii) Upper primary stage	In '000	1973	7	582
	"	1978	9	745
	"	1986	10	915
(iii) Secondary/hr. sec. stage	Nos.	1973	5	507
	"	1978	4	596
	"	1986	7	914

Contd.

<i>Indicator</i>	<i>Unit</i>	<i>Year of Reference</i>	<i>Himachal Pradesh</i>	<i>All India</i>
<i>1</i>	<i>2</i>	<i>3</i>	<i>4</i>	<i>5</i>
(iv) All stages	Nos.	1973	25	2560
	"	1978	27	3940
	"	1986	34	3645
(b) <i>Female teachers</i>				
(i) Primary stage	%	1973	33.55	26.45
	"	1978	33.75	27.37
	"	1986	36.81	30.20
(ii) Upper primary stage	"	1973	20.63	24.96
	"	1978	20.91	27.76
	"	1986	24.72	30.92
(iii) Secondary stage	"	1973	19.27	21.19
	"	1978	22.49	25.70
	"	1986	25.16	28.53
(iv) Hr. secondary stage	"	1973	25.93	22.00
	"	1978	18.33	20.85
	"	1986	26.99	29.84
(c) <i>Trained teachers</i>				
(i) Primary stage	"	1973	99.12	84.36
	"	1978	97.88	86.27
	"	1986	96.80	86.45
(ii) Upper primary stage	"	1973	98.75	83.76
	"	1978	96.58	86.67
	"	1986	98.45	87.42
(iii) Secondary stage	"	1973	96.26	78.13
	"	1978	96.72	88.41
	"	1986	98.47	90.02
(d) <i>Scheduled caste teachers</i>				
(i) Primary schools	"	1973	7.92	2.68
	"	1978	10.23	9.00
	"	1986	11.07	11.05

Indicator	Unit	Year of Reference	Himachal Pradesh	All India
1	2	3	4	5
(ii) Upper primary schools	% " "	1973 1978 1986	5.35 9.22 9.57	5.36 6.96 8.58
(iii) Secondary schools	" " "	1973 1978 1986	2.80 5.95 7.75	2.94 3.63 5.89
(iv) Hr. secondary schools	" " "	1973 1978 1986	1.68 3.39 5.68	1.85 2.68 4.83
(e) <i>Scheduled tribe teachers</i>				
(i) Primary schools	% " "	1973 1978 1986	3.18 4.58 3.40	4.44 4.82 6.13
(ii) Upper primary schools	" " "	1973 1978 1986	1.92 2.40 2.54	2.46 3.53 4.66
(iii) Secondary schools	" " "	1973 1978 1986	1.00 1.94 2.39	1.36 1.66 2.54
(iv) Hr. secondary schools	" " "	1973 1978 1986	0.95 1.09 1.08	0.74 0.67 1.33
(f) <i>Pupil-teacher ratio</i>				
(i) Primary stage	Pupil Per Teacher "	1973 1978 1986	32 35 38	42 43 47
(ii) Upper primary stage				
(iii) Secondary/hr. sec. stage				
	" " "	1973 1978 1986	13 16 17	15 15 16

Contd.

<i>Indicator</i>	<i>Unit</i>	<i>Year of Reference</i>	<i>Himachal Pradesh</i>	<i>All India</i>
<i>1</i>	<i>2</i>	<i>3</i>	<i>4</i>	<i>5</i>
(iv) All stages	Pupil Per Teacher	1973 1978 1986	19 20 24	26 26 28
(h) <i>Teacher per school stage</i>				
(i) Primary stage	Nos.	1973 1978 1986	2 2 2	3 3 3
(ii) Upper primary stage	"	1973 1978 1986	5 6 6	5 5 5
(iii) Secondary/hr. sec. stage	"	1973 1978 1986	8 6 6	11 11 11
(iv) All stages	"	1973 1978 1986	3 3 3	5 5 5

VIII. Education in Rural Areas

<i>Rural population</i>	%	1991	91.32	74.29
(a) <i>Primary</i>				
(i) Institutions	"	1988	97.53	88.48
(ii) Enrolment	"	1988	95.24	79.79
(b) <i>Upper primary</i>				
(i) Institutions	"	1988	96.85	79.12
(ii) Enrolment	"	1988	94.93	71.01
(c) <i>Secondary</i>				
(i) Institutions	"	1988	90.78	70.92
(ii) Enrolment	"	1988	84.18	61.67

<i>Indicator</i>	<i>Unit</i>	<i>Year of Reference</i>	<i>Himachal Pradesh</i>	<i>All India</i>
<i>1</i>	<i>2</i>	<i>3</i>	<i>4</i>	<i>5</i>

(d) *Hr. secondary*

(i) Institutions	%	1988	57.89	44.77
(ii) Enrolment	%	1988	50.13	38.53

(e) *All types of schools*

(i) Institutions	%	1988	95.83	83.73
(ii) Enrolment	%	1988	91.72	70.13

IX. Budgeted Expenditure on Education excluding Govt. of India Budget (Revenue Account)(a) *Budget expenditure on education in state*

(i) Expenditure on education and training by all deptts. to total budget	%	1973-74	25.0	23.3
	"	1983-84	22.4	24.1
	"	1991-92	23.1	23.1
(ii) Plan expenditure on education of Education Department	%	1973-74	13.4	17.1
	"	1983-84	12.9	10.8
	"	1991-92	18.1	10.0
(iii) Plan expenditure on education and training of all departments to total plan expenditure	%	1973-74	17.4	18.4
	"	1983-84	12.0	16.1
	"	1991-92	21.2	12.8

(b) *Budgeted sectoral expenditure of Education Department*

(i) Primary education	%	1973-74	48.6	48.7
	"	1983-84	59.8	48.6
	"	1991-92	55.9	13.4

Contd.

<i>Indicator</i>	<i>Unit</i>	<i>Year of Reference</i>	<i>Himachal Pradesh</i>	<i>All India</i>
<i>1</i>	<i>2</i>	<i>3</i>	<i>4</i>	<i>5</i>
(ii) Secondary education	%	1973-74	39.1	32.1
	"	1983-84	28.0	32.4
	"	1991-92	32.7	31.1
(iii) Adult/special education	%	1973-74	0.6	0.9
	"	1983-84	0.7	1.2
	"	1991-92	0.5	1.0
(iv) University and higher education	%	1973-74	7.7	10.5
	"	1983-84	8.0	12.6
	"	1991-92	7.7	11.7
(v) Technical education	%	1973-74	0.8	3.3
	"	1983-84	0.7	2.6
	"	1991-92	1.3	3.3
(vi) Other programmes	%	1973-74	3.2	4.5
	"	1983-84	2.8	2.1
	"	1991-92	2.3	6.1

X. Budgeted Expenditure on Education in State Excluding Govt. of India Budget (Capital Account)

(a) Capital expenditure on education to total capital expenditure	%	1983-84	1.3	0.2
	"	1991-92	1.4	2.3
(b) Loans for education to total loans and advances	%	1983-84	0.1	1.0
	"	1991-92	0.0	0.1

Contd.

Indicator	Unit	Year of Reference	Himachal Pradesh	All India
1	2	3	4	5
XI. Total Expenditure on Education (From Govt. and Non-Govt. Sources)				
(a) <i>Per capita expenditure on education (at current prices)</i>	Rs.	1973-74	50.11	27.00
	"	1983-84	91.43	78.97
(b) <i>Recurring expenditure to total expenditure on education</i>	%	1973-74	87.97	87.74
	"	1983-84	95.8	95.8
(c) <i>Expenditure on education by objects (at) current prices</i>	%	1973-74	93.89	87.74
	"	1983-84	97.50	95.40
(d) <i>Expenditure on direction and inspection to total expenditure on Education</i>	%	1973-74	3.3	2.00
	"	1983-84	2.1	1.54
(i) Salaries to teachers	%	1973-74	83.8	75.3
	"	1983-84	81.0	75.2
(ii) Salaries to other staff	%	1973-74	8.6	10.5
	"	1983-84	11.2	10.9
(iii) Maintenance of equipment and other items	%	1973-74	2.4	3.7
	"	1983-84	0.6	0.7
(e) <i>Per pupil recurring cost (at current prices)</i>				
(i) Primary schools	Rs	1973-74	156.4	72.3
	"	1983-84	360.4	217.1
	"	1987-88	489.5	339.7

Contd.

<i>Indicator</i>	<i>Unit</i>	<i>Year of Reference</i>	<i>Himachal Pradesh</i>	<i>All India</i>
<i>1</i>	<i>2</i>	<i>3</i>	<i>4</i>	<i>5</i>
(ii) Upper primary schools	Rs	1973-74	234.6	110.6
	"	1983-84	898.0	285.1
	"	1987-88	1122.0	429.7
(iii) High/hr. secondary schools	Rs	1973-74	258.2	213.6
	"	1983-84	905.7	578.4
		1987-88	964.2	771.5

- Notes: 1. Indicators have been developed on the basis of the latest data available at the national level.
2. In certain cases, the data given in indicators may not tally with the data given in the report due to different sources and definitions.

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Appendix III

Qualifications, Mode of Recruitment and Pay-Scales of Teachers

Name of Teaching Post	Minimum Educational Qualifications for Direct Recruits grade from which promotion, deputa-tion, transfer to be made)	In case of Recruitment by Promotion/Dep-utation, Transfer	Pay-Scale
1	2	3	4
(10+2 Schools Principals)		BA/MA with BT/B.Ed. subject to seniority amongst headmasters+ M.A. for lecturers subject to seniority	2400-60-2700-75-3000-100-4000+Special-pay of Rs. 150/- w.e.f. 14.2.89
Lecturers	Masters degree in the subject con-cerned from a recog-nised university or equivalent	50% direct recruitment & 50% by promotion from amongst the trd. graduate teachers possessing quali-fication prescribed	1800-40-2000-50-2400-60 2700-75-3000-100-3200 <hr/> 2000-50-2400-60-2700-75-3000-100-3500

Contd.

1	2	3	4
Trained Graduate Teacher	Graduate in the subject concerned from a recognised university with P.G. degree/ diploma in teacher education	for the direct recruitment.	senior scale after 8 years 2100-50-2400-60-2700-75-3000-100-3700 Senior scale after 18 years of service.
		75% by direct recruitment 25% by promotion from amongst jr. teacher viz. JBT's/CV teachers possessing the qualification prescribed for direct recruits and working in aforementioned posts on regular basis, seniority list for the purpose will be maintained with reference to the date of regular apptt. in the respective grades	1640-40-2000-50-2400-60-700-75-2925 Senior scale after 8 years 1800-40-2000-50-2400-60-2700-75-3000-100-3200 2000-50-2400-60-2700-75 3000-100-3500 Senior scale after 18 years
		Contd.	

1	2	3	4
L.T(s)	Matric/Hr. Sec. with honours in Hindi and LT training from a recognised univer- sity/institute		1640-40-2000-50 2400-60-2700-75- 2925 1800-40-2000-50- 2400-60-2700-75- 3000-100-3200 senior scale after 8 years
Oriental Teacher Shastri	MA Sanskrit or its equivalent or BA (Honours in Sanskrit) with BT/B.Ed or its equivalent on Shastri from a recognised		2100-50-2400-60- 2700-75-3000-100- 3700 Senior scale after 18 years Same as for L.T.
			Note:- After 1990 the qualification for LT. Shastri is T.G.T.

Contd.

1	2	3	4
	University/Instt. and OT training certificate diploma from a recognised university/Board of equivalent of graduate with Sanskrit as one of the subject and OT trained certificate or B.Ed./BT (with Sanskrit) from a recognised university/Board		(B.A.B.Ed.) Those who have done shastrī LT upto the 1989-90 and matric as qualification were eligible for revised pay scale of Rs.1500-30-1560-40-2000-50-2400-60-2640
Arts Craft Teacher/ Drawing Master	Matric with 2 year regular course of training from a recognised university/instt. or equivalent with desirable knowledge of customs manner and dialects of H.P.		1410-30-1560-40-2000-50-2400-60-2460
			1500-30-1560-40-2000-50-2400-60-2640
			Sr. Scale after 8 years
			1640-40-2000-50-2400-60-2700-75-2925
			Selection Scale after 18 years
			1200-30-1560-40-2000-50-2100
Single Craft Teacher/Agriculture Craft Teacher	Matric with diploma in Art/ Craft from a recognised institution/university		

Contd.

1	2	3	4
Sr.Art & Craft teachers	<p>Matric with pass in the intermediate diploma course of 3 years duration in any of the arts and craft from any recognised university /institute and one year teachers training</p> <p>Or</p> <p>BA or B.Sc. with 1 major and 1 minor craft as one of the subject</p>		Same as for DM above
Physical Training Instructors	<p>Matric with one year diploma in physical training from a recognised university/institute or its equivalent</p> <p>Or</p> <p>Ex.servicemen with a pass in the PTI course of the Army School of Physical Education Poona</p>		Same as for DM above
Band-master	<p>Matric with knowledge of Indian Music and should be able to play read and group instruments</p>		1350-30-1560-40-2000-50-2400-60-2460

Contd.

1	2	3	4
Music Instructor	Matric with 2 years diploma or trg. in music from a recognised university/institution		1200-30-1560-40-2000-50-2100
			1410-30-1560-40-2000
			50-2400-60-2460
			Sr. Scale after 8 years
			1640-40-2000-50-2400-60-2700-75-2925
Home Science/ Domestic Science Teachers	Matric with 2 years diploma/certificate in Home Science or Domestic Science from a recognized university/institute		selection scale after 18 years Same as for Home Science/Domestic Science above
High Schools		Promotion from amongst trained graduates teachers	2000-50-2400-60 2700-75-3000- 100-3500
Headmasters		Home Science/ Mistress Commerce Trs and Agriculture	2100-50-2400-60 2700-75-3000-100-
			Contd.

1	2	3	4
		teachers with 8 years regular service in the grade and possessing professional qualification as BT/B.Ed or its equivalent.	3700 after 8 years.
			2200-50-2400-60
			2700-75-3000-
			100-4000 after
			18 years of service plus
			100/- p.m. as spl. pay w.e.f. 14.2.89
Trained Graduates		As mentioned above in 10+2 schools	As mentioned above in 10+2 schools
L.T.'s			
O.T./Shastri/DM/Arts & Craft (D.M.)		"	"
Sr. Art and Craft teacher		"	"
Single Craft teacher/ Agriculture craft		"	"
PTI/Band Master		"	"
Music Instructors/Junior Music Trd.			

Contd.

1	2	3	4
Home Science/Domestic Science teachers <i>Middle Schools</i>		"	"
Trained Graduates		As mentioned above in high schools	As mentioned above in high schools
Language teachers	As mentioned above in 10+2 schools		
O.T./Shastri	"		"
Drawing master/Art and Craft teachers	"		"
Physical Education teachers	"		"
Home Science/Domestic Science teachers	"		"
Tailoring/Sewing	Matric with two years diploma or training from a recognised university/Instt.		1200-30-1560-40-2000-50-2100
			1410-30-1560-40-2000-50-2400-60-2460 senior scale after 8 years

Contd.

1	2	3	4
			1640-40-2000-50- 2400-60-2700-75- 2925 after 18 years of service
<i>Primary Schools</i>			
Central Head teachers		Promotion from head teachers having in-service training and at least 3 years service on regular basis	1500-30-1560-40- 2000-50-2400- 60-2640
Head teachers		Promotion from in- service JBT teachers with at least 10 years service on regular service	1410-30-1560-40- 2000-50-2400-60- 2640
J.B.T.	Matric/Hr. Sec. with two years JBT training		1200-30-1560-40- 2000-50-2100
			1410-30-1560-40- 2000-50-2400-60- 2460 after 8 yrs.

Contd.

1	2	3	4
Nursery Teachers	Matric/Hr. Sec. with at least one year diploma in Nursery Education		1640-40-2000-50-2400 60-2700-75-2925 selection grade after 18 yrs.
			Pay scale of this category not revised and pre-revised pay scale of this category is 480-15- 600-20-700/25-850- 30-880

Appendix - IV A Habitations With and Without Primary School Sections (1993)

Primary Schools Sections	Population Slab					Total
	1000 & Above	500-999	300-499	100-299	Below 100	
Within Habitation	a: 313 b: 468443	902 608879	1281 488363	3237 596585	1615 98405	7348 2260675
Upto 1.0 Km*	a: 32 b: 37966	283 183103	699 261140	4118 680728	8326 387065	13458 1550002
Sub Total	a: 345 b: 506409	1185 791982	1980 749503	7355 1277313	9941 485470	20806 3810677
1.1 to 2.0 KM	a: 13 b: 16422	100 64684	278 103060	2350 377835	5956 267552	8697 829553
2.0 Km & above	a: 2 b: 2550	16 10163	84 30211	1000 151237	4398 181441	5500 375602

a= Number of Habitations

b= Total Population

Source: Education Department, Himachal Pradesh

Appendix-IV B

Habitations With and Without Upper Primary Schools Sections (1993)

Upper Primary Schools Sections	Population Slab					
	1000 & Above	500-999	300-499	100-299 Below	Below 100	Total
Within Habitations	a: 193 b: 303567	372 258601	401 152225	724 137491	300 17356	1990 869240
Upto 3 Kms.*	a: 155 b: 207126	815 536438	1554 587353	7001 1189621	11151 533372	20676 3053910
Sub Total	a: 348 b: 510693	1187 795039	1955 739578	7725 1327112	11451 550728	22666 3923150
3.1 to 5.0 KM	a: 7 b: 8210	88 55356	271 99742	1939 316764	4845 2169987	7150 697059
5.0 and above	a: 5 b: 6478	26 16434	116 43454	1041 162509	3999 166748	5187 395623

a= Number of Habitations

b= Total Population

Source: Education Department Himachal Pradesh.

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Index

- Academic support system, 111-15, 141-42
- Adult education, 44-45
- Area Level Questionnaire (ALQ), 3
- Backward areas, education in, 78
- Block-level educational administration, 134-35
- Budget system, 87-88
- Community participation, in education, 65
- Computers, use of, 94
- Dr. Yashwant Singh Parmar University of Horticulture and Forestry Act, 1986, 37
- Deputy Director of Education at zonal level, 52, 55
- Directorate of Education, 49, 53
- Directorate of Primary and Adult Education, 49, 51, 54
- Disadvantaged groups, education of, 67-69, 135-36
 - disabled, 77-78
 - girls, 76-77
 - incentive schemes, 73-76
 - programmes for, 67-69
- Scheduled Castes, 67-70
- Scheduled Tribes, 71-73
- District Education Officers, activity profile of, 108
- District Education Officer (Upper Primary and High Schools), 51-52
- District Institute of Education and Training (DIET), 45, 85, 113, 141-42
- District Primary Education Officer, 51
- District Primary Education Programme (DPEP), 41-42, 102
- Education Department, Himachal Pradesh,
 - decision making process, 55-56
 - delegation of powers, 55
 - departmental coordination, 55
 - history of, 47-48
 - organisation and administration of, 47-58 —
 - problem and suggestions, 56, 58
 - set-up at
 - Block level, 134-35
 - Directorate level, 49, 51, 53-54
 - Inspectorate level, 51-52, 55

- Secretariat level, 48-50
- Education in Himachal Pradesh,
 - academic support system, 111-15, 141-42
 - adult, 44
 - budgeted expenditure, 158-61
 - disadvantaged groups, 67-79, 135-46
 - dropout rate, 20, 131
 - elementary, 40-43
 - enrolment in, 18, 22-23, 25, 42, 60, 69, 73, 151-54
 - enrolment ratio, 19, 69, 73
 - expenditure on, 158-61
 - financial management, 87-92, 137-38
 - growth of, 14, 16-24
 - high & senior secondary, 22-24, 43-44
 - higher, 24-25, 45
 - information management, 93-95, 138
 - inspection and supervision, 103-10, 139-40
 - institutional planning and management, 116-28, 140-41
 - institutions, 149-51
 - legal basis of, 28-38
 - organisation and administration of, 47-58
 - personnel management, 80-86, 137-38
 - planning, 96-102, 138-39
 - policy and programmes, 39-46, 67-79
 - present status, 129-31
 - primary, 18-21, 41-42
 - prospects and future of, 129-42
 - role of,
 - community, 65
 - local bodies, 58
 - non-government organisations, 58-65, 135
 - voluntary organisation, 135
 - rural areas, 157-58
 - schooling facilities, 17, 42, 132, 148-49
 - teacher education, 45
 - teacher pupil ratio, 24
 - teachers in, 20-21, 42, 61, 154-57
 - technical, 45-46
 - upper primary, 18-21
 - vocational, 43-44, 133-34
- Education officers, activity profile, of, 106-09
- Educational administration in Himachal Pradesh, study of,
 - coverage, 1-2
 - methodology, 2
 - objective, 1
 - project advisory committee, 143-44
 - sample, 2-3
 - scope, 1-2
 - tools, 3
- Educational finance sources of, 89-90
- Educational institutions,
 - grant-in-aid to, 61, 63-64
 - norms for establishment of, 97-99
 - taking over of, 64-65
- Educational planning, 96-102, 138-139
 - centrally sponsored schemes, 101-02
 - expansion and rationalisation of facilities, 97
 - norms, 97
 - for institutions opening, 97-95
 - for providing teachers, 99-100
 - organisational arrangements, 96
 - plan formulation, 96-97

Educational technology, 42-43
 Elementary education, 40-43
 Environment Education Cell, 112-13
 Expenditure pattern, 91-92

Financial management, for
 education, 87-92, 137-38
 Free textbooks, 75

Girls,
 education of, 43, 76-77
 free education to, 43
 scholarships for, 73
 tribals, 75
 Grant-in-aid, to educational
 institutions, 61, 63-64, 88-89

Heads of schools/institutions,
 academic qualification, 117
 activity profile, 119-27
 administrative powers, 125
 administrative work sharing, 121,
 123
 attendance, 123-24
 by sex and category, 116
 experience, 118-19
 general profile, 116-19
 in-service course attended, 127
 monthly emoluments, 120
 professional qualifications, 118
 service profile, 119-27
 transfers, 123

High and senior secondary education,
 enrolment, 22-23
 policy and programme, 43-44
 school facilities, 22
 teacher-pupil ratio, 24
 teachers, 23

Higher education in Himachal
 Pradesh, 24-25, 45

enrolment, 25
 institutions, 24-25

Himachal Pradesh,
 administrative structure 6, 8-9
 demographic profile, 8, 9-10, 13,
 145-47
 density of population, 10, 146
 district-wise area, 10, 145
 education in, *see*, Education in
 Himachal Pradesh
 education system, 13-15
 educational zones and district, 6
 growth rate, 10, 145
 habitations with and without
 primary school section, 174
 upper primary school section,
 175
 human development indicators, 11
 illiteracy in, 132-33
 indicators of educational
 development, 27, 145-61
 institutions, 149-51
 literacy, 25-27, 147
 physical features, 6-7
 population, 10, 145-46
 primary schools, 16, 18-19, 21
 recognised associations, 55-56
 sample of school selected for
 study, 3
 schooling facilities, 17
 sex ratio, 10, 146
 socio-economic features, 11, 13
 state, 5-27
 upper primary schools, 16-18-19,
 21
 Himachal Pradesh Board of School
 Education, 56
 Himachal Pradesh Board of School
 Education Act, 1968, 28-31, 56
 Himachal Pradesh Compulsory
 Primary Education, Act, 28-29

- Himachal Pradesh Education Code, 1985, 28, 31-34
- Himachal Pradesh Krishi Vishwavidhyalaya Act, 1978, 36-37
- Himachal Pradesh Panchayati Raj Act, 1994, 28, 38, 139
- Himachal Pradesh Prevention of Malpractices at University, Board of Secondary Education or other Specified Examinations Act, 1984, 28, 38
- Himachal Pradesh Public Service Commission, 80-81
- Himachal Pradesh Universities of Agriculture, Horticulture and Forestry Act, 1986, 28, 36-38
- Himachal Pradesh University Act, 1970, 28, 34-36
- Hostel facilities, 73
- IRDP scholarship, 43
- Information system, 93-94
- Inspecting officers, functions of, 103-04
- Inspection & supervision, 103-10, 139
- frequency of, 105
- inspecting officers, 103-04
- norms of, 104
- school complexes role, 106
- subject supervision, 106
- Institutional Level Questionnaire (ILQ), 3
- Institutional planning, 116-28, 140-41
- Integrated Rural Development Programme (IRDP), families covered under, 75-76
- Jana Shiksha Nilayams, 40, 44
- Kothari Commission, 111
- Lahul and Spiti pattern scholarship, 75
- Local bodies, role in education, 59
- Management information system, 138
- Mass Programme of Functional Literacy, 44
- Mid-Day Meal scheme, 42
- NCERT, 14, 100, 113-14
- National Adult Education Programme, 44
- National Institute of Educational Planning and Administration (NIEPA), 14
- National Literacy Mission, 44-45
- National Policy on Education, 1986, 1, 39, 135, 141
- National Talent Search Examination, 112
- Nehru Yuvak Kendras, 44
- Non-Government Organisations, 59-62
- Non-Government schools, 60-62
- Operations Blackboard, 41-42
- Personnel management in education, 80-86, 136-37
- Planning process, 138-39
- Population Education Cell, 112
- Post-matric scholarship, 74
- Primary and upper primary education,
- dropout rate, 20
- enrolment, 18
- enrolment ratio, 19

- norms for providing teachers, 99-100
- nutritional support to, 42
- policy and programme, 40-43
- school facilities, 16, 18
- teacher-pupil ratio, 24
- teachers in, 20-21
- Primary teachers, special training programme for, 112
- Punjab Education Code, 1955, 31
- Pupil evaluation, system of, 114
- Recurring expenditure, per-pupil, 91-92
- Rural Functional Literacy Programmes, 44
- Salaries, disbursement, 89
- Scheduled Caste,
 - dropout rate, 131
 - education of, 67-70
 - enrolment of, 69
 - enrolment ratios, 69
 - incentive schemes, 73-76
 - literacy rates of, 68
- Scheduled tribes,
 - dropout rate, 131
 - education of, 71-73
 - enrolment of, 72
 - gross enrolment ratios, 73
 - incentive schemes, 73-76
 - literacy in, 71
 - population & density of, 71
- School complexes, role in inspection and supervision, 106
- Schools, by adequacy of building, furniture and equipment, 124
- State Adult Education Programme, 44
- State Council of Educational Research and Training (SCERT), 45, 85, 111-15, 141-42
- State Institute of Education (SIE), 111
- State Level Questionnaire (SLQ), 3
- States Reorganisation Act, 1956, 5
- Statistical machinery, 93
- Statistical publications, 94-95
- Students, funds charged from, 90
- Subject supervision, 106
- Teachers,
 - appraisal, 125
 - code of conduct, 82-84
 - daily attendance, 124
 - grievance redressal, 84-85
 - housing facilities, 126
 - in-service training, 85
 - litigation cases, 84-85
 - managing administrative work, 125
 - pay-scales of, 164-73
 - performance appraisal, 85
 - posting and transfers, 81-82, 123
 - pre-service training, 85
 - qualifications, 164-73
 - recruitment and selection, 80-81, 164-73
 - salary disbursement, 89
 - sanctioned, filled up and vacant posts of, 128
 - service conditions of, 82
- Talent Nurture Scheme, 74
- Teacher education, 45
- Technical education, 45-46
- Textbooks, preparation and printing, 113-14

Total Literacy Campaign, 45
Tribal areas incentives, 43
Tribal girls, scholarship for, 75

UEE, 131-33

Vocational education, 43-44, 133-34
Voluntary organisations, 135

Welfare scholarships, 73-74
Work experience, 43-44

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